DOCUMENT RESUME

ED 079 210 SO 006 023

AUTHOR	McPheeters, Harold L.; Ryan, Robert M.
TITLE	A Core of Competence for Baccalaureate Social Welfare and Curricular Implications.
INSTITUTION	Southern Regional Education Board, Atlanta, Ga.
SPONS AGENCY	Social and Rehabilitation Service (DHEW), Washington, D.C.
PUB DATE	Dec 71
NOTE	126p.
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	Concept Teaching; *Core Curriculum; *Curriculum Development; Curriculum Planning; *Educational Objectives; Educational Programs; Guidelines; Higher Education; Manpower Utilization; Preservice Education; *Professional Training; Program Development; Relevance (Education); Skill Development; Social Attitudes; *Social Work; Training Objectives; Values
IDENTIFIERS	*Social Welfare Manpower Project

ABSTRACT

In a project designed to improve the recruitment, training and utilization of undergraduate social welfare workers in fourteen of the Southern states an attempt was made to arrive at a better understanding of just what the baccalaureate level social worker was to be. The definition was needed both for setting college curriculum objectives and for writing appropriate job descriptions and patterns of utilization in social welfare agencies. This publication is an attempt to define a more specific core of competence that is needed beyond the broad roles and functions of the social worker. Included are guidelines concerning conceptual issues, knowledge, skills, values and attitudes. Additional chapters describe curricular implications of this core of competence. Some of the issues involved in implementing an undergraduate social welfare program that has a generalist orientation and a goal of producing professional practitioners are explored. (SHM)

ED 079210

A CORE OF COMPETENCE FOR BACCALAUREATE SOCIAL WELFARE

AND CURRICULAR IMPLICATIONS

SP 006 023

SOUTHERN REGIONAL EDUCATION BOARD

FILMED FROM BEST AVAILABLE COPY

ED 079210

U S DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRO
DUCED EXACTLY AS RECEIVED FROM
THE PERSON OR ORGANIZATION ORIGIN
ATING IT. POINTS OF VIEW OR OPINIONS
STATED DO NOT NECESSARILY REPRE
SENT OFFICIAL NATIONAL INSTITUTE OF
EDUCATION POSITION OR POLICY

A CORE OF COMPETENCE

FOR BACCALAUREATE SOCIAL WELFARE

AND CURRICULAR IMPLICATIONS

By

Harold L. McPheeters
and
Robert M. Ryan

December, 1971

Sponsored by

THE UNDERGRADUATE SOCIAL WELFARE MANPOWER PROJECT
Southern Regional Education Board
130 Sixth Street, N.W.
Atlanta, Georgia 30313

Through a Contract With

GEORGIA DEPARTMENT OF FAMILY AND CHILDREN'S SERVICES

Under a Section 1115 Grant No. 11-P-57017/4 From

SOCIAL AND REHABILITATION SERVICE
Department of Health, Education, and Welfare

FOREWORD

In 1967 the Southern Regional Education Board undertook a project, assisted by grant number 11-P-57017/4 of the Social and Rehabilitation Service, to improve the recruitment, training and utilization of undergraduate social welfare workers in the 14 states of the South. Major activities of the project were publications, consultations and conferences with college training programs and with agencies that employed the graduates. However, a major overall activity running throughout the project was an attempt to arrive at a better concept of just what the baccalaureate level social welfare worker was to be. This definition was needed both for setting college curriculum objectives and for writing appropriate job descriptions and patterns of utilization in social welfare agencies.

An earlier publication of the project, *Manpower Utilization in Social Welfare*, developed a rationale for a social welfare generalist at this level of practice. However, that publication did not explore the specific competencies that a worker would need beyond the broad roles and functions that he would carry out. The staff of the SREB requested permission from the Social and Rehabilitation Service to use unexpended funds from the project's active years to convene a task force of educators and practitioners to attempt to define the core of competence implied in the

earlier publication for the Level 3, or baccalaureate level, worker.

This publication is the outcome of that effort. It has been published in two different editions--one which describes the core of competence as it developed from the proceedings, and one which contains the core of competence plus additional chapters, written by Mr. Robert M. Ryan, to describe the curricular implications of the core of competence. The edition entitled *A Core of Competence for Baccalaureate Social Welfare and Curricular Implications* contains both parts. The other edition, *A Core of Competence for Baccalaureate Social Welfare*, contains only the description of the core of competence. The combined publication is intended for educators who must develop training curricula, while the publication containing only the core of competence is intended for the agencies and their personnel offices that will use these workers. We offer this publication not as *the* model of a baccalaureate social welfare worker, but as *one* model that we hope will be helpful.

We are grateful to the Social and Rehabilitation Service for its support of this project. We are also grateful for the assistance given by the Georgia Department of Family and Children's Service with whom SREB had a contract for conducting the work under this Section 1115 project.

We want to give special thanks to our chief consultant, Dr. Robert J. Teare of the University of Georgia and to Mr. Robert M. Ryan, formerly SREB project director, who attended the task force sessions and wrote the chapters on curricular implications while a doctoral student at the University of Denver School of Social Work. Finally we want to thank the participants of the Task Force who gave up many weekends to work to this effort.

Harold L. McPheeters

MEMBERS OF THE TASK FORCE

Arthur Auerback
2628 Piedmont Road, NE
Atlanta, Georgia

Michael Austin
Board of Regents
Tallahassee, Florida

Betty Baer, Chairman
Undergraduate Programs
Virginia University
Morgantown, West Virginia

Betty Bellairs, Director
Social Administration
Georgia Department of Family and Children's Services
Atlanta, Georgia

John W. Cox
Atlanta YMCA
11 Butler Street, NE
Atlanta, Georgia

Phil Crunk, Assistant Dean
School of Social Work
University of Alabama
University, Alabama

Frank Egan, Director
Undergraduate Program
University of Alabama
School of Social Work
University, Alabama

Lester Glick, Director
Undergraduate Social Services
Syracuse University
School of Social Work
Syracuse, New York

Lester I. Levin, Director
Social Welfare Faculty Development Project
Southern Regional Education Board
Atlanta, Georgia

LaMoyne Matthews
Morgan State College
Social Welfare Programs
Baltimore, Maryland

Robert M. Ryan
3600 East Jewell Avenue
Denver, Colorado

Elizabeth Schaub
University of Georgia
School of Social Work
Athens, Georgia

Paul Schwartz
Division of Social Welfare
Department of Sociology and Anthropology
Memphis State University
Memphis, Tennessee

Will Scott, Chairman
Department of Sociology and Social Science
North Carolina Agricultural and Technical College
Greensboro, North Carolina

Warren E. Sherwood
VA Hospital
East Orange, New Jersey

Phil Smith
Board of Regents
Tallahassee, Florida

Robert Teare
Management Department
College of Business Administration
University of Georgia
White Avenue Building
Athens, Georgia

TABLE OF CONTENTS

CHAPTER

PART ONE
THE CORE OF COMPETENCE

I	INTRODUCTION TO THE CORE OF COMPETENCE.	1
II	MANPOWER UTILIZATION IN SOCIAL WELFARE.	9
III	CORE OF COMPETENCE OF ASSISTANT LEVEL WORKER. . .	27
IV	CONCEPTUAL ISSUES RELATED TO THE CORE OF COMPETENCE	37
V	KNOWLEDGE	49
VI	SKILLS.	61
VII	VALUES AND ATTITUDES.	73
VIII	IMPLICATIONS.	85
	BIBLIOGRAPHY.	92

PART TWO
CURRICULUM CONSIDERATIONS FOR UNDERGRADUATE SOCIAL WELFARE EDUCATION

	INTRODUCTION.	93
IX	THE SOCIAL WELFARE GENERALIST	97
X	CURRICULUM CONSIDERATIONS	103
XI	FIELD ACTIVITIES.	121
XII	FACULTY CHARACTERISTICS	129
XIII	SOME ISSUES	137
	BIBLIOGRAPHY.	142

PART ONE

THE CORE OF COMPETENCE

CHAPTER I

INTRODUCTION TO THE CORE OF COMPETENCE

The intention of this publication is to describe in rather specific detail the "core of competence" of a social welfare worker at the beginning or associate professional level which generally corresponds in education to the graduate of a baccalaureate program in social welfare. Such a description is needed for agencies to be able to write appropriate job descriptions for these workers, for merit systems to be able to prepare specific examining procedures for candidates for these positions, and for college social welfare program directors to use as objectives for their curricular planning.

This is the culmination of the work done by the Southern Regional Education Board in the Undergraduate Social Welfare Manpower Project which began in 1967. That project began at a time when the baccalaureate level worker was not generally considered to be a beginning professional worker, but has seen the evolution of that notion and its tentative acceptance in the field of social welfare.

As the project attempted to define the appropriate roles and functions for a beginning, or associate level, professional social welfare worker, it attempted to arrive at such a definition by going back to the needs of individuals,

families and communities (the developmental approach) rather than simply breaking down the tasks of existing professions in the field (job factoring). The resulting recommendations were published in *Manpower Utilization in Social Welfare** 1970. That publication spoke of the major roles and functions of these workers, but did not spell out the specific competence to be expected of them in a generic sense such as would be needed for broad job descriptions (not position descriptions for specific jobs in specific agencies), for merit system testing or for college curriculum planning.

The pages that follow describe the processes and the concepts that guided SREB's efforts in arriving at the specific core of competence recommendations which are found in Chapters V, VI and VII on Knowledge, Skills, and Values and Attitudes. There will be many points of disagreement for many readers. However, this book attempts to lay out the process as well as the specific recommendations in the hope that they will in some ways be useful in understanding and using the recommendations.

BACKGROUND OF THE SOCIAL WELFARE MANPOWER PROJECT

In 1967 the Mental Health Program of the SREB undertook a project supported by the Welfare Administration (now the Social and Rehabilitation Service), to stimulate and improve

---

*Available from the Southern Regional Education Board, Atlanta, Georgia.

the training and use of undergraduate social welfare workers. Until that time major mental health and social welfare manpower efforts in the South had been directed to producing more graduate-level professionals--psychiatrists, psychologists, psychiatric social workers and psychiatric nurses. In the field of social work, this meant only persons with the master's degree in social work were being considered as "professionals." But by the mid-1960's it had become apparent that there was no possibility of the South meeting its manpower needs in social welfare agencies if it depended only on graduate level manpower.

At the same time that the professions were demanding master's and doctoral level people, studies showed that over half of the positions called "social worker" in agencies in the South were held by persons who had only a bachelor's degree. In some social welfare fields such as child welfare, public welfare, corrections, vocational rehabilitation, etc., the percentage of bachelor level workers was even higher--up to 85 to 90 percent. And most often these persons had their undergraduate major in some general academic field such as psychology, sociology, education or English rather than in the field of social welfare.

There were several colleges throughout the South that offered a bachelor's degree or a major in social welfare or social work, but it seemed that they needed special help to

strengthen their undergraduate social welfare programs. Other colleges that were planning to start programs needed help to establish strong programs, while the various social welfare agencies, state merit systems, etc., needed help with their problems of making more appropriate recruitment and utilization of the graduates. At that time the agencies and merit systems were making very little effort at selective recruitment or differential use of the graduates of the social welfare programs over graduates of any of the more general and undifferentiated college curricula.

The SREB Undergraduate Social Welfare Manpower Project, funded under a Section 1115 grant No. 11-P-57017/4, planned to work with the colleges that either had or were planning undergraduate social welfare programs and with the public agencies--especially at the state level--of six Southern states: Kentucky, Maryland, Tennessee, Texas, Virginia and West Virginia. The Social and Rehabilitation Service funded a companion project to the welfare department of each of these states to work with the SREB project. The objectives of the main project and its companion projects were to increase the number of college training programs; to increase the number of the programs' graduates; to increase the number of employed workers, and to improve the quality of both the training and utilization of undergraduate social welfare workers in the six states.

The project conducted a great many studies, consultations and conferences, and distributed several publications and reports of various activities of the project through the six target states, the rest of the South and the entire nation. The major project activities ended in December 1970; however, the Social and Rehabilitation Service extended the time period to October 1971, so that the project activity described here could be finished.

Very early in the Undergraduate Social Welfare Manpower Project it became apparent that there was no consensus or consistency regarding just what was to be expected of an undergraduate social welfare worker. This lack of definition was evident in both parts of the manpower system--in the college training system and in the agency utilization system.

While most college curricula generally followed the existing guidelines of the Council on Social Work Education, there were wide variations in interpretation of the guidelines and in the educational objectives that were actually set and followed. Some schools were preparing persons primarily in preprofessional programs for graduate schools with virtually no specific competence in skills of social intervention; some schools were preparing graduates for a single method such as case work, while still others were preparing their students to work in a single agency such as public welfare. And there was no agreement on what consistent core

of competence should be expected of these graduates. This was to be expected since at that time there was no official recognition of the bachelor level worker by the social welfare professions--especially that of social work.

This lack of consensus and concern about the competence of baccalaureate level social welfare workers was reflected in the major social welfare agencies and in the merit systems by the fact that there was no merit examination based on the special competence of a social welfare worker. Instead the examinations tested applicants on ability to follow directions and on general reading comprehension. Of course, English majors usually scored higher on the examinations than the social welfare majors, and so the English majors often were given the jobs in preference to the social welfare graduates.

In addition, the social welfare agencies themselves reflected some of the attitudes of the professions at large. In many agencies the baccalaureate graduate was looked on as a temporary worker who, while "untrained," could carry on until a fully trained professional could be found. The job descriptions for the jobs these people held were often identical to those of full professionals, but the qualifications and classifications were lower. In other agencies there was a more official recognition of the baccalaureate graduate, but he was classified as a social work case aide, or some similar title that reflected his position as an aide to a

fully trained professional. The job descriptions spelled out very little that was expected of this worker except for the things he did "at the direction of" a "fully qualified" worker. The few activities that were assigned to the social work case aides were usually menial tasks that the full professionals had never cared for anyway.

Neither of these practices seemed to be an appropriate base on which to proceed with the development of baccalaureate level social welfare workers.

At the opposite extreme from the fully qualified professionals were the New Career workers (Reiff and Riessman, 1964; Pearl, 1965; Wiley, 1967). The New Careers movement was just beginning in the mid-1960's. Its notion was to train people from the community in a few weeks of in-service or technical school education to do work in the social welfare field. Often these persons had less than a high school education, but there was particular pressure in public welfare to find employment in the agencies for former welfare recipients, and many New Careers people were drawn from this group. Community Action Programs were also making extensive use of indigenous workers of this entry level.

In addition several two-year community colleges throughout the country were undertaking associate of arts level curricula in the area of social welfare. These programs went by a host of names: Social Services Technician,

Mental Health Technician, Child Care Worker, Community Services Technician, Social Work Assistant and many others, but they were all training technical level workers for the field of social welfare.

Leaders in the social welfare field were working toward developing new and different kinds of workers--middle level workers who would be trained to carry out a broad range of activities and services for communities, families, or individuals in social stress.

With these new levels of workers developing in the social welfare field, what was to be the appropriate place of baccalaureate graduates? How should all of these levels of workers fit together in serving the community? There seemed to be no guidelines or consensus that could give the Undergraduate Social Welfare Manpower Project any help, so it seemed that an early job for the project staff was to make an effort to establish guidelines for the baccalaureate social welfare graduate in the constellation of the full range of manpower that was developing. Only then could colleges intelligently set their curriculum objectives and agencies write appropriate job descriptions and merit examinations.

CHAPTER II

MANPOWER UTILIZATION IN SOCIAL WELFARE

The staff of SREB's Undergraduate Social Welfare Manpower Project started its work toward determining the appropriate objectives for baccalaureate social welfare graduates by reading the literature and bringing in consultants. The work of Barker and Briggs (1966) was of special interest, and David Levine's concepts of differentiating levels of workers in part by the degree of judgment they exercised were considered. Nearly all of the work available at that time started from the premise that the baccalaureate worker would function primarily as a "sub-specialist" or as an assistant to a full professional.

The project staff had been especially impressed with the work of Dr. Sidney Fine of the W. E. Upjohn Institute on Employment Research. Dr. Fine's major work had been in Functional Job Analysis in which he analyzed all jobs in terms of three components: what the worker does with *things*, what the worker does with *data*, and what the worker does with *people*.

Creating new levels of jobs for new kinds of workers seemed to be a very different problem from the usual analysis of a job which already exists. The staff called Dr. Fine as a consultant and asked him for his recommendations on how to

The developmental approach, on the other hand, starts by reexamining the basic needs of individuals, families and communities that brought the field into existence in the first place. It recognizes that the professions, in the process of becoming professions, have probably ignored some of the basic needs, and also that basic needs of society change over time. For example, the need of society for social welfare services some years ago was believed to be only for case work services for the poor and disabled; now society feels the need for more social prevention and the development of social competence in addition to case services for the disabled.

After identifying society's needs, the developmental approach determines what must be done to meet the needs and what constraints there are on the ways jobs are put together by grouping the various tasks. It then develops a rationale for assigning the work to various levels of workers. This is a more difficult procedure than job factoring; the new jobs are not so likely to fit the existing agencies and professions, and they are likely to require more independence of action and judgment. But they are likely to be more sensitive to the needs of society rather than to the needs of the professions.

The staff chose the developmental approach to reach its goal. Over a period of three to four months in 1968 the

staff and a core group of faculty persons from colleges and agencies worked with representatives of consumers of social welfare services, personnel systems and the federal government in a series of two-day seminars. Their plan was to:

1. Identify the needs and problems of individuals, families and communities in social welfare
2. Determine what functions must be carried out to meet the needs, regardless of whether they were presently being carried out or by whom
3. Identify the constraints (professional, legal, administrative) on job formulation and determine what to do about them
4. Develop a rationale for grouping functions into jobs and decide what level of workers might carry out the various parts of the work.

The project's major consultant in this endeavor was Dr. Robert Teare, an industrial psychologist in the Department of Management at the University of Georgia. Dr. Teare had worked with Dr. Fine and had extensive experience in job analysis techniques in the fields of medicine and vocational rehabilitation. He attended all of the seminars and spent several additional days with the staff in refining the material that was produced by the participants in the four seminars. The basic technique to be used was the Delphi Analysis Process, in which a group of knowledgeable and analytic people pool their experience and their collective judgment in a concentrated critique of the issues at hand.

The full description of that process and the recommendations that finally evolved out of it were published

in *Manpower Utilization in Social Welfare*, by Dr. Teare and Dr. Harold McPheeters, published by SREB in 1970. That book has been widely distributed and has raised considerable interest as well as many questions. Some of its key assumptions and recommendations are extracted here since this attempt to determine the core of competence of the baccalaureate social welfare graduate is based on those recommendations.

The field of social welfare was defined as "all of that area of human endeavor in which the worker uses himself as an agent to assist individuals, families and communities to better cope with social crises and stresses; to prevent and alleviate social stresses; and to function effectively in areas of social living." No attempt was made to include the fields of general medicine, public education or recreation. However, it did include all of the areas that are increasingly being referred to as the "human services:" public welfare, child welfare, mental health, corrections, vocational counseling and rehabilitation, community action and community development. There was no attempt to limit the definitions or the concepts by the parameters of any existing agencies or professions.

Manpower Utilization in Social Welfare first identified several basic domains of human needs (i.e., health, education, housing, employment, economic security, etc.) which most people manage to meet with few serious or insuperable problems in the ordinary course of their lives. If this

were always the case, there would be little need for social welfare except to help individuals and communities strive for the highest possible levels of social competence through personal and community development programs. However, some individuals, families and communities are blocked from meeting these basic needs, and various kinds of stresses, crises or social disabilities arise.

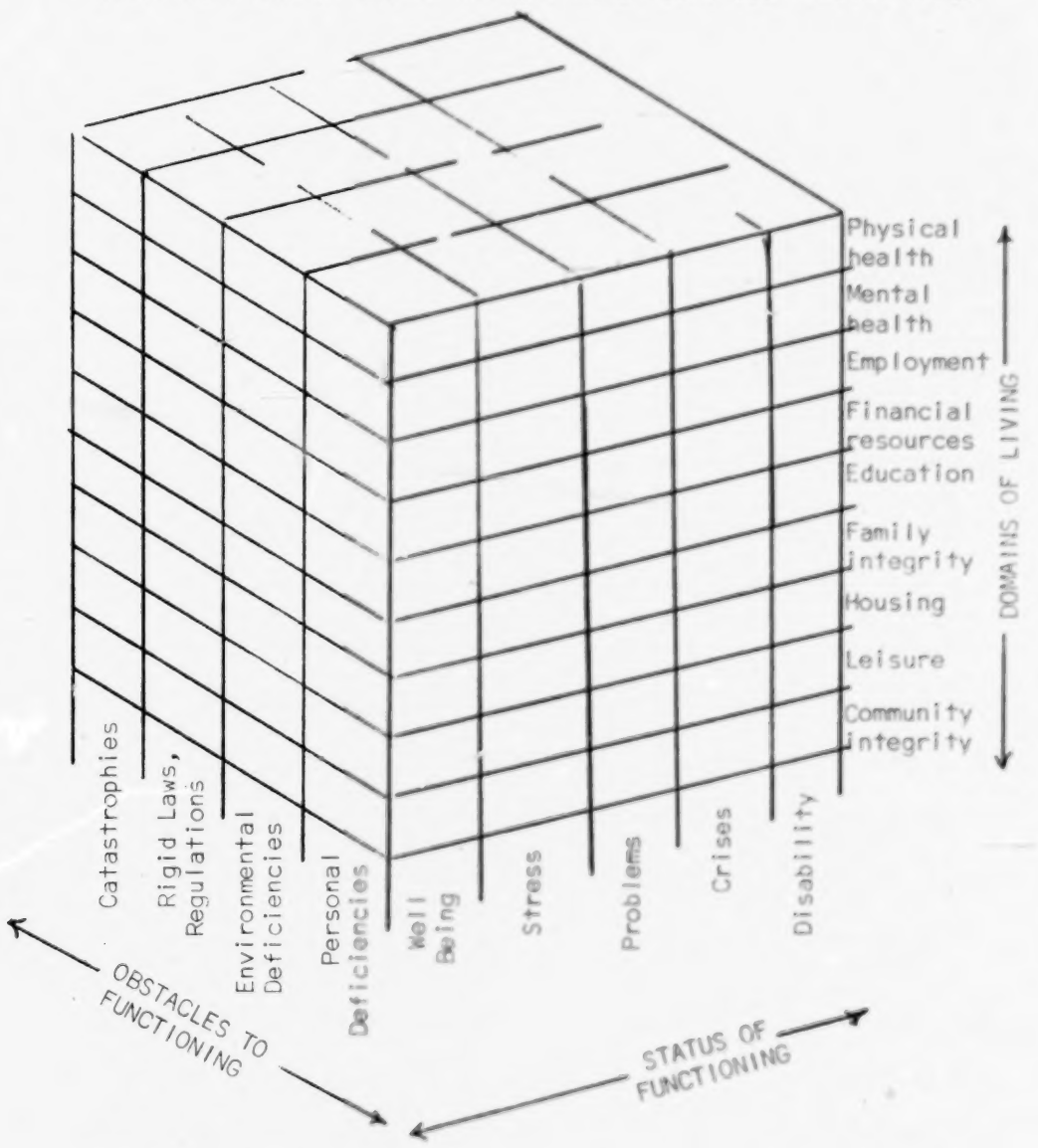
When social functioning is separated into these basic domains, it may be rated on a scale ranging from "ideal" functioning, through normal functioning, to functioning under stress; then in crisis where ability to function is greatly impaired; then in temporary disability and finally perhaps in permanent disability. Persons on the points ranging from stress to permanent disability are called "social welfare problems." These are the people who have traditionally been the major concern of the social welfare field.

When the seminar participants examined the reasons why individuals and communities were blocked in meeting their basic needs, the obstacles to functioning seemed to fall into a few categories: 1) deficiencies or inadequacies in the individual; 2) environmental deficiencies such as a lack of resources or access to them; 3) rigid laws, rules, regulations, policies and practices; or 4) results of catastrophies like a death in the family.

Figure 1 lists "obstacles to functioning" and the "status of functioning" in the nine basic domains of living considered to be necessary to adequate social functioning.

FIGURE 1

Basic Framework of Social Welfare Human Services Problem Areas



The participants then considered what must be done to help individuals, families or communities move to higher levels of social functioning. They began by noting that there are four major goals of intervention in the field of social welfare: 1) to promote positive social functioning; 2) to prevent stresses and problems from occurring; 3) to help individuals, families and communities resolve their problems (this is the traditional basis of case work); and 4) to support or maintain persons who are not able to resolve their problems.

Participants saw that most of the work needed to reach goals 3 and 4 is with individuals or families in distress or disability. They are the persons least able to command society's resources or to fight rules, regulations and restrictive practices that keep them from services. They are most likely to be aged, sick, retarded, poorly educated and otherwise disadvantaged. What these persons in distress need is a single person they can trust--someone who can reach out to them and help them get the help they need and can be their agent in their entire rehabilitation to social competence.

There are many ways to intervene in social systems to aid individuals and families beside just working only with the individual or family to help them overcome a presumed deficiency in themselves. One can work to develop new resources where they were lacking; one can work to change

laws, rules, regulations, policies and practices. In short, one can intervene in any part of the cube in Figure 1.

The participants first tried to name specific tasks that workers might do on behalf of individuals, families and communities, but it soon became apparent that simple task analysis was not sufficient in the human services, where the same task may be carried out for many different objectives. As an example, in an attempt to restore a disabled person to adequate functioning, a task such as "sweep the floor" may be done: 1) to clean the floor; 2) to teach another person to sweep the floor; 3) to provide a housekeeper role model; or 4) to establish rapport with him. In industry only the first reason would apply, for there is no other reason to sweep the floor in an industrial setting. Doing the job adequately in a reasonable amount of time would be the only considerations.

To describe social welfare work adequately, one must know not only what is being done, but also to what objective is it directed. The task has meaning only when one knows to what end it is being done. This was described as the difference between *what the worker does* and *what gets done*. In human service work there are often several alternative approaches that may be taken to reach the same objective. From these concepts the participants began to think about *roles* that would represent a set of alternative activities that might be carried out to a common major objective. The

list of major objectives to which social welfare work might be directed and the corresponding roles that workers might play in meeting the objectives varied from time to time in the discussion, but the participants finally settled on 12 broad *centers of gravity* for the field of social welfare. These centers were found to be almost never mutually exclusive. They might be collapsed or extended or given other names. The 12 objectives and their corresponding roles were:

1. DETECTION - *Outreach Worker*

   The primary objective is to identify the individuals or groups who are experiencing difficulty (at crisis) or who are in danger of becoming vulnerable (at risk). A further objective is to detect and identify conditions in the environment that are contributing to the problems or are raising the level of risk.

2. LINKAGE - *Broker*

   The primary objective is to steer people toward the existing services that can be of benefit to them. Its focus is on enabling or helping people to use the system and to negotiate its pathways. A further objective is to link elements of the service system with one another. The essential benefit of this objective is the physical hook-up of the person with the source of help and the physical connection of elements of the service system with one another.

3. ADVOCACY - *Advocate*

   The primary objective is to fight for the rights and dignity of people in need of help. The key assumption is that there will be instances where practices, regulations, and general conditions will prevent individuals from receiving services, from using resources, or from obtaining help. This includes the notion of fighting for services on behalf of a single person, and fighting for changes in laws, regulations, etc., on behalf of a whole class of persons or segment of society. Advocacy aims at removing the obstacles or barriers that prevent people from exercising their rights or receiving the benefits and using the resources they need.

4. EVALUATION - *Evaluator*

This involves gathering information, assessing personal or community problems, weighing alternatives and priorities and making decisions for action.

5. MOBILIZATION - *Mobilizer*

The foremost objective is to assemble and energize existing groups, resources, organizations and structures, or to create new groups, organizations or resources and bring them to bear on problems that exist, or to prevent problems from developing. Its principal focus is on available or existing institutions, organizations, and resources within the community.

6. INSTRUCTION - *Teacher*

Instruction is used in the sense of an objective rather than a method. The primary objectives are to convey and impart information and knowledge and to develop various kinds of skills. A great deal of what has been called case work or therapy is, in careful analysis, simple instruction. This is also needed for prevention and enhancement of social functioning.

7. BEHAVIOR CHANGE - *Behavior Changer*

This is a broad one. Its primary objective is to bring about change in the behavior patterns, habits and perceptions of individuals or groups. The key assumption is that problems may be alleviated or crises may be prevented by modifying, adding or extinguishing discrete bits of behavior, by increasing insights or by changing the values and perceptions of individuals, groups and organizations.

8. CONSULTATION - *Consultant*

This involves working with other workers or agencies to help them increase their skills and to help them solve their clients' social welfare problems.

9. COMMUNITY PLANNING - *Community Planner*

This involves participating and assisting neighborhood planning groups, agencies, community agents or governments in the development of community programs to assure that the human service needs of the community are represented and met to the greatest extent feasible.

10. INFORMATION PROCESSING - *Data Manager*

This objective is often ignored within social welfare. Its primary focus is the collection, classification, and analysis of data generated within the social welfare environment. Its contents would include data about the individual case, the community, and the institution.

11. ADMINISTRATION - *Administrator*

Again, the term is used as an objective rather than a method. The principal focus here is the management of a facility, an organization, a program or a service unit.

12. CONTINUING CARE - *Care Giver*

The primary objective is to provide for persons who need ongoing support or care on an extended and continuing basis. The key assumption is that there will be individuals who will require constant surveillance or monitoring or who will need continuing support and services (i.e., financial assistance, 24-hour care) perhaps in an institutional setting or on a community basis.

These objectives and their corresponding roles are "goal oriented" and not "process oriented." However, there have been continuing problems with definitions since some of these same words are commonly used with process meaning--especially "evaluation," "data processing," "administration" and "consultation."

These *roles* are not roles in the usual sociological definition of the word. However, the word *role* seemed to be the most useful and appropriate label for participants to use to describe this concept of a set of alternative functions, all directed to a common objective.

Furthermore the participants made it clear that they did not consider these roles to be jobs. While some jobs may be made up from a single role, this is not generally desirable. Instead single jobs should be made up of a blend of several or all roles.

As the project staff studied the possible ways of grouping these roles into jobs, it appeared that there are essentially five options for focusing the work activities of a worker in a human service setting.

1. According to *target persons, families or communities.* The work is focused on working with the target persons or neighborhoods to help meet all of their needs (i.e., the probation worker).

2. According to major *program objectives.* The work is grouped according to alternative ways to achieve certain program goals, but not to meet *all* of a person's needs (i.e., the intake worker or the rehabilitation counselor).

3. According to the *profession of the worker.* Here the main concept is that of the profession and the work includes the skills of that profession (i.e., the social worker).

4. According to *work activity* or *tasks.* The work activity is based on certain tasks or clusters of tasks (i.e., the eligibility worker, psychological tester).

5. According to *logistics of the work setting.* The work is made up of whatever must be done in that setting at that time (i.e., the night supervisor).

The natural propensity of social welfare agencies is to choose one of the latter three options for forming jobs, yet these are the three options that are most sensitive to the needs of the professions and the agencies and least sensitive

to the needs of individuals or programs. When one considers that a major need of individuals and families in social distress is for a single personal agent to help them through the maze of agencies and specialists, it is clear why *Manpower Utilization in Social Welfare* recommended that the first priority for clustering work in social welfare be based on, first, the target (person, family or community) and focused on meeting all of a client or family's needs rather than only on that which the agency is set up to offer. With any other focus, the poor, the weak, the sick, the disabled are not likely to find fulfillment of their basic human need for personal concern in the totality of their problem.

This philosophy forms the basis for the notion of the *generalist*--the person who plays whatever roles and does whatever activities are necessary for the person or family when the person or family needs them. His concern is the ~~person in~~ need--not specific tasks or techniques or professional prerogatives. He is an aide to the individual or family--not an aide to an agency or to a profession.

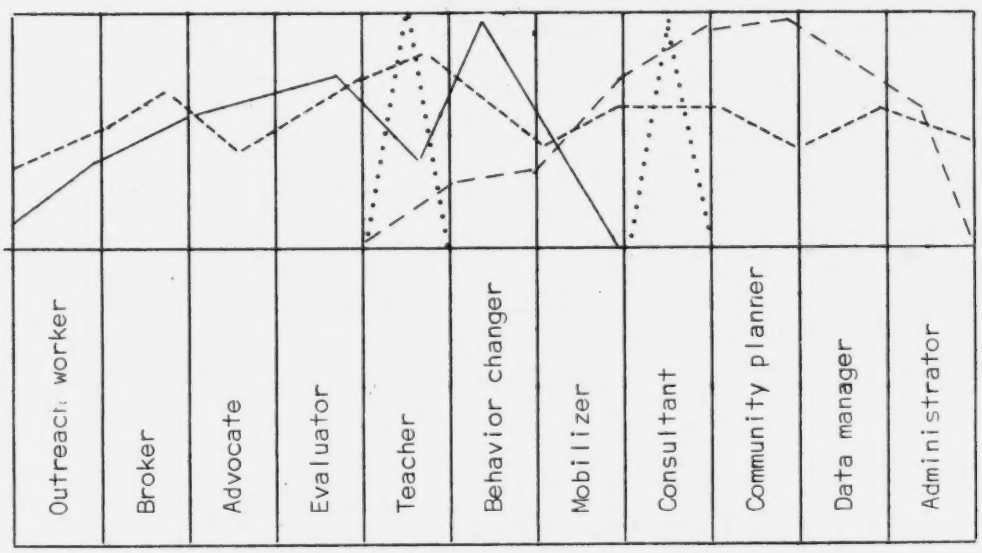
Because it is not always feasible to center work activities entirely around the target persons, *Manpower Utilization in Social Welfare* suggested that the second priority for grouping the work be according to objectives or roles, preferably in some combination in order to best meet the needs of individuals and families. Jobs made from single

roles are likely to be too specialized and further fragment services to persons in need.

The concept of jobs and roles may be diagrammed according to the following figure.

FIGURE 2

Possible Clustering of Roles for Specific Jobs



——— Role cluster of a client-oriented worker

– – – Role cluster of a community-oriented worker

----- Role cluster of a generalist

..... Role cluster of a specialist. This is not considered a desirable pattern.

Deciding on what work to assign to various levels of workers was more difficult--especially in the context of having the worker function as a generalist to meet the comprehensive needs of individuals, families or a community.

There are certain intrinsic characteristics of the work that affect the decision of what work to assign at what level workers:

1. The *complexity* of the problem. A single problem with a single person or small neighborhood is less complex than a multiproblem family or a city-wide problem.

2. The *difficulty* of the task in terms of technical skills and knowledge.

3. The *risk* in terms of the vulnerability of the person of work poorly done.

There are also factors extrinsic to the work that are applied by various agencies. Among them are:

1. *Availability* and *accessibility* of supervision

2. *Agency policy* regarding certain levels of work or workers

3. *Public demand* for services in the face of manpower shortage

4. *Logistics* of the situation. Sometimes a "high-level" worker must do a rather simple task like sending routine information to the city commission, while occasionally an indigenous worker must carry out high risk work because he is the only person the needy individual will trust or because the work must be done *now* and he is the only worker on the scene

5. *Degree of prescription* or discretion

It is primarily to levels of worker functions that Levine's "levels of intervention" and Fine's Functional Job Analysis are directed. *Manpower Utilization in Social Welfare* recommended that the intrinsic factors of complexity, difficulty and risk be given first consideration but always within

the context of the generalist concept as far as possible. This need of disabled, disadvantaged individuals and families for a personal agent whom they can trust and relate to--almost like a surrogate parent--is a most important consideration in social welfare. It is a major characteristic that differentiates this broad field from all of the other fields that deal mostly with things and data. The assembly line specialization model of industry cannot be transferred willy-nilly to the human services. The quality of the human interpersonal relationship requires a different formulation of jobs than the usual subspecialization model.

Overall *Manpower Utilization in Social Welfare* recommended that the job boundaries for any worker be as broad as possible in terms of roles and levels to provide for both the interpersonal needs of the person in need and the personal growth and experience of the worker. It also urged that performance of workers in meeting social welfare objectives be emphasized rather than educational requirements and credentials.

In a section of *Manpower Utilization* devoted to implications of these recommendations for agency practice, each role was examined with some hypothetical examples of the kinds of functions that might be assigned to each of the four levels of workers being postulated--Level 1, the New Careerist or entry level work; Level 2, the Technician with

one or two years of formal training; Level 3, the Associate with approximately a bachelors degree; and Level 4, the Professional. This was a staff effort that attempted to flesh out the broad recommendations. These examples were not tested either by field observations (although staff could identify workers in some setting who were performing these functions at these levels) or by validation of experts from the field.

The final section of *Manpower Utilization* indicated some of the issues that would have to be dealt with in introducing these concepts to educational curricula and agency operations.

Now, after several months, a few colleges and agencies have given serious thought (and some experimentation) to these concepts. But much more refining and defining remains to be done to put many of the details into operational terms. In considerable measure, that is what this presentation on the core of competence attempts to do.

CHAPTER III

CORE OF COMPETENCE OF ASSOCIATE LEVEL WORKER

During the four years that the SREB Undergraduate Social Welfare Manpower Project has been in operation some developments have occurred in the field of social welfare that have changed the status of the Associate Professional or Level 3 social welfare worker which generally corresponds to a person with the baccalaureate degree in social welfare (BSW)*. One of these was the decision of the National Association of Social Workers to accept BSW's from approved programs into its membership. This, together with more explicit statements of leaders in the field, establishes the BSW as "the beginning level professional."

Other changes in the field have been brought about by the demand of students for courses that are more relevant to society's needs, that prepare them to work with people and that prepare them for employment upon graduation. A surprising number of new undergraduate social welfare programs have started in the South and in the nation in response to this student demand. Today nearly all college programs list

---

*The BSW (Bachelor of Social Work) referred to in this publication is a baccalaureate level social welfare graduate. Actually very few colleges grant a BSW as such, but rather a BA with a major in social welfare.

their first objective as "to prepare graduates for practice upon graduation" while "to prepare students for graduate school" or "general educational enrichment" have moved down to second and third place. These changes are all very good, but what will be the *competence* to expect from these graduates as they move into practice?

There have also been changes in the attitudes of social welfare agencies. Most agencies no longer regard the baccalaureate level worker as a temporary, untrained worker. Job descriptions are being refined especially for this level of worker, and a few agencies give preferential treatment to them over general college majors such as English majors, psychology majors and education majors. But what is the core of competence that an agency administrator could write into such job descriptions with reasonable assurance that BSW's would actually be able to perform better than English majors?

Many merit systems have become aware of the need to be more selective of BSW's--some have started to use examination techniques that will discriminate and identify the specific competencies of the BSW from the more general competence of other college majors. But exactly what are the competencies on which such examinations could be based? And if the field moves to licensure or certification on the basis of competence instead of credentials, what will be the competencies upon which such licensure or certification will depend?

This does not say that all Level 3 workers or all undergraduate social welfare training programs should be alike; they should not. There should be variations based on local needs, individual school objectives and individual worker objectives. Yet there seems to be need for some consistent core of competence that can be expected for any Associate Professional level social welfare worker--a core upon which job descriptions, merit examinations and certification or licensure could be based. A common core of competence would also help graduate schools in deciding which portions of their curriculum could be waived for persons with BSW's compared to other graduate students coming from more general educational backgrounds.

The need for a common core of competence for BSW's is similar to the need for a core of competence of physicians. Regardless of his specialty interests, regardless of his medical school's primary objectives (i.e., to prepare medical researchers, to prepare medical educators or to prepare practitioners) each physician must have a certain core of competence upon which licensure examinations are based. Academic credentials are not sufficient for medical licensure; this is based on successful performance on an examination of certain expected competencies.

There has been pressure for definition of the competencies of BSW's from still other sources--the community

colleges and New Careers programs. In some cases it seems that graduates of these programs have developed more and sharper skills than have BSW's, and AA graduates are sometimes given preferential employment over BSW's for this reason.

All of this points to the need for a rather clear definition of the core of competence in terms of the knowledge base, the skill base, and the values and attitudes that should be expected of any worker as he begins his first productive employment at Level 3, the Associate Professional level. This productive employment may come from an undergraduate social welfare program, in-service education, experience in working in a social welfare setting, or from some combination of these.

Manpower Utilization in Social Welfare provided a framework for a rational model of the Level 3, or Associate Level worker, in relation to the other levels of workers. However, it did not attempt to identify the specific competencies of this level of worker or of any other level of worker. It dealt with the broad issues of roles and functions for social welfare workers at various levels, but it did not state the specifics of what the competencies would be. That is the task to which this publication is addressing itself.

Manpower Utilization recommended the generalist concept for social welfare workers. This implies a person who is competent in whatever role is needed at any particular time by the person or family or community with whom he is working. Obviously, not all Level 3 workers will be working as generalists where they will be expected to perform in all 12 roles, but a great many will. And of those who will be assigned to more specialized jobs, there is no way to predict in the training years just which roles they will be assigned in later employment. In addition, there are very few jobs that do not require some competence in nearly all roles, even if it is a highly specialized job. In fact, the better workers in any jobs are those who have a wide repertoire of competencies to use, even if the full range is rather infrequently used.

The project staff requested and received permission from the Social and Rehabilitation Service to engage in an effort to identify in some specific detail the core of competence of the Associate Professional or Level 3 social welfare worker based on the generalist concept and other recommendations of *Manpower Utilization in Social Welfare*. This statement might be used as the basis for setting curricular objectives by college program directors, for writing job descriptions by agency administrators or for preparing merit or licensure examinations by persons concerned with these issues.

THE TASK FORCE ACTIVITIES

The staff of the Social Welfare Manpower Project invited a task force of 15 knowledgeable and articulate persons from the social welfare field to come together for a series of working conferences over a period of several months in the spring of 1971 to determine the core of competence of a Level 3, Associate Professional social welfare worker. The members of the task force were educators, administrators and practitioners who were known to be concerned about the issue. They were asked to assist the staff and Dr. Robert Teare, a consultant to the project, to develop the core of competence based on the generalist concept as defined in *Manpower Utilization in Social Welfare*, unless they found some of those concepts completely unacceptable.

The members of the task force were asked to keep in mind that the starting point for all of this effort was the needs of individuals, families and communities, not the prerogatives of a profession, not the efficiency of an agency, and not the course structure of a four-year college. All of these constraints will have their impact in modifying the ideal soon enough, but they should not be the major considerations from the start.

The task force chose to set up a schedule of work that broke the members into three committees. Each committee met for an initial two-day session to examine, refine, add

to or eliminate the material that had been developed as examples of job functions under the 12 roles described in *Manpower Utilization in Social Welfare*. Each committee examined four of the roles; thus, the first step was to flesh out and refine the job functions for all 12 roles and for all four levels of workers.

The full task force then met again to study and compare the recommendations of all three committees and to set a specific plan for a second round of committee meetings to identify the specific areas of competence for each of the same four roles which they had previously considered.

Prior to the second round of committee meetings, the staff drafted a tentative list of some of the most readily apparent areas of knowledge, skills and values that were felt to be needed to carry out the functions of the 12 roles. The committees were asked to verify and refine this listing and to make any additions, deletions or corrections that they thought necessary. They were also asked to make judgments regarding whether these items of knowledge, skills and values were to be considered *virtually essential*, *highly desirable* or *optional* for a Level 3 worker and to make suggestions regarding the level of competence to be expected for each item.

At a final task force meeting the entire effort was reviewed, and suggestions were made for ways to put the

material together for a document that would be most useful to the field. The task force was extremely helpful in making suggestions, raising questions and clarifying issues, but the final responsibility for this document lies with the staff of SREB.

In this document the concept of the core of competence refers to the competencies of a worker at Level 3 (or Associate level worker) as described in *Manpower Utilization in Social Welfare* at the point of his first productive employment. It does not necessarily refer to BSW students or graduates although one could hope that BSW graduates would have these same competencies.

The task force was asked to consider the competence of Level 3 workers, realizing that this is the third level in a four-level scale. What relative increments in competence does this imply over Levels 1 and 2? And what differential expectations remain for Level 4?

DEFINITIONS

A continuing problem throughout all of these deliberations was the problem of language and definition of terms. It soon became evident that there is no established language to refer to the work of the human services field. Participants began to modify ordinary English words to have specific meanings within the context of this effort. However, the more general, surplus meanings of the words as

used in common every-day language kept creeping in to confuse the discussions. A few of the more common definitions on which agreement was reached are stated here:

ROLE--A set of alternative activities that may be carried out to accomplish a common major objective such as linkage, advocacy or behavior change. The roles are *centers of gravity* and not mutually exclusive. Furthermore, these roles are themselves only objectives on the way to meeting the overall goals of social welfare which are: to achieve socially competent individuals and communities; to prevent social disability; to restore the socially disabled, and to provide care and support for those who remain socially disabled.

TASK--A specific set of unidimensional activities to accomplish a specified and immediate end (i.e., write a letter, make a phone call).

LEVEL OF WORK--Relative scaling position for work based on complexity and difficulty of the tasks. This may or may not correspond to levels of workers. In general, the levels of work will correspond to levels of workers, but a high level worker may perform very simple levels of work under many circumstances, and occasionally a Level 1 or Level 2 worker will perform a high level of work based on his personal competence or the need of a person with whom he is working. In fact, most jobs are made up of a variety of levels of work. This gives welcome relief and spice to a job.

CHAPTER IV

CONCEPTUAL ISSUES RELATED TO THE CORE OF COMPETENCE

In the first round of committee meetings the task force fleshed out and refined the activities listed for each of the four levels of work under each of the 12 roles in *Manpower Utilization in Social Welfare*. They approached their task heuristically by blending their judgments and experience. The point of reference was always the needs of individuals, families and communities, and the concept was that each worker would perform as a generalist in some part of the social welfare field.

The task force defined social welfare as a broad field of human endeavor in which the individual worker acts as an agent to assist individuals, families and communities to cope better with social crises and stresses, to prevent and alleviate social stresses and to function effectively in all areas of social living. It did not include the fields of general medicine, public education and recreation, but it did include the fields of public welfare, child welfare, mental health, corrections, probation and parole, vocational counseling, rehabilitation, community action and community development. The task force recognized that not every worker can function as a complete generalist in his daily work; however, the worker who can play all the roles of the

generalist, shifting as needed from role to role, will be most likely to meet the comprehensive needs of the individuals, families and communities with whom he is working.

As the participants considered the activities of the four levels of workers within each role, these trends emerged for the kinds of work and work settings in which the four levels of workers might be involved:

Level 1 or New Careerist workers functioning as generalists carry responsibility for small numbers of individuals or families. They play all the roles as needed with individuals and families who have rather simple and ordinary problems. They also have this responsibility for small numbers of individuals in institutional settings such as children's institutions, prisons, old-age homes or mental hospitals, but they call on other staff for consultation regarding ways to better meet the needs of those for whom they have responsibility. They do not refer the persons and families with whom they are working to someone else unless they are unable to meet the needs themselves. In community settings they carry responsibility for the individuals and families of a small neighborhood or its equivalent--again meeting all of the needs and playing all of the roles as they are indicated. This includes group work and planning and developing services for that neighborhood. They feed information regarding special needs and problems to higher level workers.

Level 2 or Technical level workers work with individuals or families with more complicated problems and use more complex skills such as group counseling. In institutional settings they may be supervisors for a unit such as a cottage, cell or ward, working as consulting supervisors to Level 1 workers. In community settings their responsibility includes a larger and more complex area such as a housing project or small community in which several Level 1 workers have primary neighborhood assignments. They work with the community agencies and governments on a broader level than just the local neighborhood to plan and develop new services and programs.

Level 3 workers may be consulted on unusual problems of individuals or families, and they may carry some families that require more complex skills and knowledge. In institutional or agency settings they generally carry a level of program responsibility that involves major divisions (i.e., a division for adolescents or a division for adult retarded men). In community settings they have responsibility for medium-sized programs of towns, small cities or rural counties. This includes considerable administration, program development and evaluation, as well as broad community work.

Level 4 workers are able to manage the extraordinary problems of the field, and serve as consultants and teachers on all kinds of problems of individuals, families and

communities. They practice highly sophisticated skills with very difficult and risky multiproblem families. They are the chief administrators of agencies and institutions and are responsible for all aspects of program planning, development and evaluation, including gaining public support and understanding. In community settings they are the directors of large city, state and county programs, and carry out major administrative, public relations and legislative activities.

The task force was asked to define the core of competence of a Level 3 worker, which is a level of substantial responsibility within the range of workers in the field of social welfare. As they listed the many activities that a Level 3 worker might be called upon to carry out in the performance of each of the 12 roles that make up the generalist worker, they found that there were several activities common to several different roles (i.e., interviewing, counseling, evaluating). Other activities were unique to only a single role. The total list was long and repetitious when each of the activities was listed separately, so they were consolidated and elements of competence were identified that might be represented by all of the roles together rather than focusing on each one separately.

The participants agreed that the three basic components of competence in a professional field of practice such as social welfare are: a) knowledge; b) skills; c) values and attitudes.

Knowledge is the body of facts, theories, principles and relationships that comprise the didactic content of the field. Knowledge is needed to enable the worker to understand the nature of the problems he will face and the alternatives and consequences for his actions. The knowledge base for practitioners is human problem solving rather than basic theory.

Skills are the techniques, methods and procedures which the worker uses to intervene in order to fulfill objectives. For a worker, emphasis should be placed more on applied skills than on the more abstract skills. (As an example, the skill of writing should be writing simple, coherent reports rather than highly literary compositions.)

Values and attitudes are the beliefs which the worker holds about himself, about his work, and about the persons with whom he works. His particular values and attitudes lead him to decide which objectives and alternatives are worth pursuing.

Values are the convictions which the worker has about the nature of things; they are relatively constant over time. Attitudes are beliefs about specific events or situations, and they are much more susceptible to change in new situations or with new information.

The list of activities was consolidated prior to determining the individual items of competence, and the

chapters that follow reflect the consolidation rather than the lengthy list of activities for all of the individual roles. This seemed desirable for several reasons. First, the roles were originally conceived as "centers of gravity" for activities directed to a single objective. But although the "centers" were clearly separate, they tended to merge at the borders. For example, the broker role and the advocate role are quite distinctly different in their basic "centers of gravity," but a person playing the role of the broker and trying very hard to "make a connection" for a family will soon find himself carrying out activities that might also be those of an advocate. Each role included all activities that relate to that role so that all significant activities required to meet the social welfare needs of individuals and communities would be covered. The resulting duplication of activities then needed to be eliminated for the final Core of Competence.

The fact that workers functioning as generalists are likely to act with more autonomy with a looser kind of supervision than has been traditional seemed to require a thorough exploration of all possible activities of each role. This led to considerable duplication of activities listed for the various roles and the subsequent need for consolidation.

There are some real advantages to breaking the competence of a social welfare worker into the three components of

knowledge, skills and values. It allows for more specific exploration of each component. For example, the field of social welfare has historically had little difficulty with the concept of knowledge, because knowledge has been the major focus of academic preparation. But there have been some problems with the skill component and with values and attitudes. The traditional focus has been on just three methods (skills)--case work, group work, and community organization. This narrow skill base is now being questioned, but a full range of interventive methods or skills has not yet been agreed upon.

The field has identified a few idealized values and held onto them in a rather uncritical fashion, but little attention has been given to variations in values or to value conflicts. The whole area of values and attitudes needs much more attention in social welfare, for it is mainly this element of competence that distinguishes the social welfare worker from the totalitarian police agent.

In the following chapters, each component is considered with brief notations of why a particular item was felt to be needed for competence in the performance of a Level 3 social welfare worker.

There are some difficulties in breaking competence into these three categories, for total competence as a social welfare worker is somehow more than just the sum of knowledge,

skills and values and attitudes. It is difficult to make sharp distinctions between the three components without becoming excessively repetitious and pedantic. For example, each skill has a certain knowledge base. These could be separated; however, the knowledge base is listed under the skill to which it logically pertains. In a similar fashion, the knowledge base which underlies each value and attitude is generally listed only once under the values section.

HOW CRITICAL IS EACH ITEM OF COMPETENCE?

In the final meetings of the task force, the participants were asked to judge how critical they felt each item was to the competence of a Level 3 worker. Judgments were made of whether each item was felt to be "virtually essential," "highly desirable" or "optional." *Virtually essential* means that the worker must have competence in that item. *Highly desirable* means that while the item might not be a "must," it is such a frequently used and important item for successful performance that workers really should have competence in it if they are to be widely used as generalists. *Optional* means that the item might be added to a worker's repertoire of competence in response to local demand or an individual worker's interest, but competence in such an item is not generally needed by Level 3 social welfare workers. After considerable discussion only a very few of the items were felt to be optional, and they were ultimately grouped under broader headings so that they do not appear as separate listings.

In the sections on knowledge and skills items are listed according to whether they were felt to be virtually essential or highly desirable. Anyone using this document should carefully think out how critical he feels each item is to his own agency and setting, for there surely will be local variations according to agency objectives and policies. As an example, skills of advocacy may be thought essential in a community action agency, but only optional in a traditional agency with rigid eligibility requirements.

WHAT LEVEL OF COMPETENCE FOR EACH ITEM?

Finally the participants were asked to make judgments about the *level of competence* that might generally be expected on each item for a Level 3 worker functioning as a generalist. They defined levels of competence as follows:

1. *Some* competence: Knowledge of terms, principles and skills sufficient to do the *most common* work of the field.

2. *Basic* competence: Knowledge and skills sufficient to perform the *ordinary* work and solve ordinary problems of the field.

3. *Considerable* competence: Knowledge and skill sufficient to do the ordinary work and to solve some *unusual and difficult* problems of the field.

4. *Extensive* competence: Knowledge and skill sufficient to have mastery of the field and to solve the *most difficult and unusual* problems of the field.

Obviously these are crude and ill-defined categories, and they are subject to the private discretion of individuals using this document.

In general, these levels of competence correspond to the levels of workers. However, this is not by any means always so. In fact, the participants reached their strongest consensus on items for which they felt the level of competence did not correspond to the level of worker.

As an example of what competencies might be implied by these levels, the following possible guides for the levels of competence in the field of psychological testing were given:

> *Some*: The worker should know the names of some of the more common psychological tests; in general what they test and measure, what the general significance of common test results are and how to order a test to be done.
>
> *Basic*: The worker should know the above plus some of the concepts and principles on which the tests are based; he should know a larger number of tests and their significance and uses. He may be able to administer and score simple screening tests.
>
> *Considerable*: The worker should be familiar with the more common and some lesser used tests; he should understand their bases, what they test, the general significance of the results. He should be able to administer and score and interpret the more common and simpler psychological tests.
>
> *Extensive*: The worker should be knowledgeable about a wide range of tests, their indications, rationales and techniques. He should be able to administer, score and interpret these tests to special problem subjects as well as to the ordinary subjects. He should be able to design new or special tests and know how to validate them and assure their reliability.

Even in this example, there are wide parameters for judgments. Just what are the *common* and what are the *unusual* problems of a field? These are matters for individual

judgments and they too will vary with individual agencies and settings. The suggestions made here are meant to help anyone using this document to think these levels through to his own satisfaction.

CHAPTER V

KNOWLEDGE

The knowledge base of social welfare is made up of a body of facts, principles, theories, concepts and relationships that underlie rational practice of the field. This base draws heavily from the general fields of sociology and psychology, especially those aspects of these fields that deal with modern society and human endeavor.

There is a considerable historical base of knowledge in the field and an extensive body of knowledge about current commitments and structures. However, there is a special need to examine issues and problems that will very likely provide the basis for social welfare education and practice of the future. No field is so likely to change its basic approaches as those of public welfare, child welfare and corrections. The knowledge base must include the new and emerging concepts and new approaches for problem solving for a future we can only dimly foresee.

The knowledge base that any particular social welfare worker will require will be made up of two major components: 1) the generic body of knowledge, theories, principles, etc., that will provide competence for any work setting, and 2) the body of knowledge that is specific to the agencies, communities, institutions and individuals with whom one must work

in any particular job. This document is concerned only with the first of these. The specific items of 2) will be the mission of staff development programs of specific agencies.

In many of the items of knowledge, judgments must be made about which areas to include and which to exclude, for obviously a Level 3 worker cannot be expected to have an encyclopedic and expert knowledge of everything. In general, the areas of knowledge to be included are those that have implication for practice in a human service capacity. This would suggest relatively lower priority for knowledge of a purely theoretical, historical or experimental kind. Thus, as an example from the field of general psychology, relatively higher priority would be given to human development, testing, counseling, behavior modification and abnormal psychology than to animal psychology, experimental psychology or physiological psychology.

The section that follows lists the knowledge items according to whether they were classed as *essential*, *highly desirable* or *optional*, together with the notation of the relative level of competence to be expected. At the end of each item are listed the roles to which this knowledge was felt to be related.

VIRTUALLY ESSENTIAL KNOWLEDGE

Knowledge of *sociological theory and concepts*

This knowledge was felt to be essential to understanding the social situations in which individuals, families and communities find themselves and interact. It was also essential to understanding the social dynamics of some of the important methods of intervention and the agencies that provide the framework within which the workers will function.

Considerable concepts of role, class, culture, anomie, disengagement

Considerable knowledge of family and kinship systems

Considerable understanding of social systems, social institutions and social control

Considerable knowledge of institutions, organizations and agencies; theory structure and behaviors of bureaucracy

Considerable understanding of social learning and social interaction

Considerable knowledge of the dynamics and processes of small and large groups and their uses

Considerable understanding of special group behaviors--professions, communities, minorities, the disadvantaged

Roles: Outreach worker, broker, advocate, evaluator, behavior changer, teacher, mobilizer, consultant, community planner, administrator, care giver

Knowledge of *various cultures and value systems*

This was felt to be essential to understanding cross-cultural aspects of one's work with a range of different families and communities. In addition, it provides a substantial knowledge base for understanding one's own value systems and interactions regarding racism and other cultural conflicts.

Considerable understanding of various national groups, ethnic minorities and social classes

Considerable knowledge and understanding of black cultures and racism as a concept in the structure of the culture, government and agencies (especially in the South for southern practitioners)

Considerable knowledge of rural-urban differences and intergenerational differences

Roles: Outreach worker, broker, advocate, evaluator, teacher, behavior changer, mobilizer, community planner, administrator, care giver, consultant

Knowledge of the *social welfare field*

Since social welfare is almost entirely practiced through agencies and social systems, this knowledge is essential to give the worker an understanding of the scope of the field and agencies in which he will work.

Considerable knowledge of the history and scope of the field and theories underlying various programs (i.e., prevention, rehabilitation, income maintenance) including the relationships to other major systems of society (i.e., politics, economics)

Considerable knowledge of a range of specific agencies--their legal, fiscal and administrative structures, their client groups, eligibility requirements, systems of serving, scope of activities and settings. Among those agencies are:

Public welfare
Child welfare
Vocational rehabilitation
Corrections, probation and parole
Physical and mental health
Aging
Public schools
Community action programs
Voluntary agencies (Red Cross, Family Service Agencies, Boy Scouts, 4-H Clubs, etc.)

Basic knowledge of the roles and functions of informal community resources (clergymen, school counselors, marriage counselors, private practitioners of medicine and psychiatry, lawyers)

Considerable orientation to social welfare trends of the future--pending changes, new organizational and delivery models

Roles: Broker, advocate, care giver, evaluator, consultant, behavior changer, outreach worker, community planner, mobilizer, administrator

Knowledge of *communities and community resources* that provide human services and how to mobilize them on behalf of clients (i.e., gate keeping practices and appropriate techniques for opening the various gates)

The community is the social setting in which families and individuals function. The worker must have an understanding of the community in order to know how to "work" it on behalf of families and to help it to function more competently on behalf of all of its members.

Considerable knowledge of community (town, county, city) structure and process (industry, business, politics, government, public administration, health and welfare agencies)

Considerable knowledge of social indicators of community process and problems

Considerable knowledge of local agencies, their procedures and programs:

Public agencies (local, state, federal)
Voluntary agencies
Private resources (hospitals, practitioners, etc.)

Roles: Broker, advocate, mobilizer, community planner, administrator, consultant, evaluator

Knowledge of *implications of social disability for various target populations* including social, fiscal, legal and psychological issues

This was felt to be essential to help the worker develop sensitivity to the situations and feelings of the individuals and families with whom he will work as well as sensitivity to the larger community whose support he must win in order to best serve the disadvantaged and the disabled.

Considerable knowledge of the implications of lack of provision for services and tendency of society to blame the victim for his own predicament

Considerable knowledge of the implications for families, children, adults, when they are poor, mentally sick, delinquent, etc.

Considerable knowledge of the implications of disengaged for those affected (the aged, the widowed, divorced, orphaned, etc.)

Considerable knowledge of the implications of social disability for the poor, the rich, rural people, urban people

Considerable knowledge of the implications of social disability for minority groups--especially blacks

Roles: Outreach worker, broker, advocate, care giver, administrator, community planner, consultant, behavior changer, teacher

Knowledge of *personality theory and functions*

The worker needs this knowledge to understand and use the psychological patterns and functions of the persons and families with whom he works. He also needs it for his work with co-workers and agency and community persons with whom he will interact to improve their overall participation in developing a more competent community.

Considerable understanding of course on concepts of personality growth and development from infancy to maturity to old age

Basic understanding of the common personality theories (i.e., the unconscious, common psychoanalysis concepts, ego psychology)

Considerable knowledge of mental functions and their implications for application

Considerable knowledge of common personality patterns and behaviors (passivity, aggressiveness, compulsiveness, authoritarianism). This should be aimed at recognition and understanding the meanings for counseling or working with people with these patterns

Roles: Outreach, broker, advocate evaluator, teacher, behavior changer, care giver, administrator, consultant

Knowledge of *abnormal psychology*

This is needed by the worker to recognize and deal with the many disturbed and deviant personalities he will encounter, both in the families with whom he works and in the persons who will be his co-workers in the community

Basic knowledge of the behavior descriptions, natural history and basic psychodynamics of the major psychoses, neuroses, personality disorders and psychosomatic disorders

Basic knowledge of the psychopathological conditions affecting children, adolescents and the aged as well as young and middle life adults

Basic knowledge of the behaviors, natural history and dynamics of special problems such as mental retardation, sex problems, and alcohol and drug abuse

Roles: Outreach, broker, advocate, behavior changer, care giver, evaluator, teacher, administrator, community planner and consultant

Knowledge of the *conceptual basis for various models of intervention*

This knowledge will be essential for the worker to evaluate and choose the most appropriate strategy of intervention in any particular situation.

Considerable knowledge of the concepts and theoretical basis of treatment, prevention, rehabilitation, support, limited disability, social competence

Considerable understanding of the status of functioning versus pathology, classes of problems, social needs, and concepts of "consumer" versus "client"

Considerable understanding of the concepts of positive social functioning, anticipatory guidance, systems intervention and systems engineering

Roles: Mobilizer, community planner, advocate, consultant, administrator, behavior changer, evaluator, outreach worker

Knowledge of *methods of intervention*

Since a practitioner is essentially a person who intervenes, it is important that he know the facts, principles and limitations of a range of interventive methods.

Basic knowledge of physical methods such as medications (tranquilizers, anticonvulsants) or hospital care

Considerable knowledge of the principles of counseling and case work

Considerable knowledge of group methods

Considerable knowledge of educational methods teaching, coaching, behavior modification

Considerable knowledge of social models, therapeutic use of self, group process, group organization, directed social groups

Considerable knowledge of community intervention, consultation, community planning, public education, legislative and public administrative process--especially at local, county and state levels

Roles: Behavior changer, advocate, teacher, community planner, mobilizer, consultant, care giver, administrator

Knowledge of the educational backgrounds, roles and functions, ethical systems and status considerations of the *various human service professionals*

This is needed for the worker to be able to work with and get consultation from a wide range of professionals to maximize his impact with families and communities.

Considerable knowledge of the major professions such as social work, medicine, psychology, psychiatry, public health, nursing, rehabilitation counseling, probation and parole

Basic knowledge of related professionals such as lawyer, clergymen, recreation specialists, school teachers, and the systems in which they function

Considerable understanding of middle level workers in the human services (New Careerists, mental health and social service technicians, etc.)

Roles: Administrator, care giver, behavior changer, broker, advocate, consultant, community planner

Knowledge of *data gathering techniques and evaluation procedures in social welfare*

It is easy to think of social welfare as a system that deals only with people, but in fact it depends on skillful use of data and proper evaluation at least as much as it depends on working with people. Too often social welfare workers have been weak in data managing concepts and skills. This knowledge is essential for carrying out sharp data managing skills.

Considerable understanding of the purposes of data and records (archival, legal, communications, program planning and evaluation, social history, including issues of confidentiality)

Basic knowledge of special studies, what their indications and meanings are and how to get them done (psychological studies, physical and laboratory studies)

Considerable knowledge of simple questionnaires and community surveys and how to design and use them

Basic knowledge of impact versus process data and relating data to goals and objectives

Basic knowledge of data monitoring and processing techniques (i.e., uses of indices, card files, simple statistical concepts)

Basic knowledge of how to analyze and interpret data

Roles: Data manager, evaluator, administrator, community planner, mobilizer, consultant

Knowledge of *self*

This is a critical item for a sensitive worker. It is not a traditional item of didactic knowledge, and it opens up a vast area of instructional issues. But it is essential that social welfare workers have an awareness

and understanding of themselves and how they influence other persons.

Considerable knowledge of one's own abilities, personality, values, philosophies

Considerable knowledge and acceptance of one's disabilities, limitations, hang-ups, reaction patterns

Considerable knowledge of one's own needs and motivations

Roles: Outreach, broker, advocate, evaluator, teacher, behavior changer, mobilizer, care giver, consultant, community planner, administrator

HIGHLY DESIRABLE KNOWLEDGE

Knowledge of the *physiology of human development and functioning*

This was judged to be highly desirable since many individuals or families are in stress by virtue of disturbances or concerns about physical functioning. The worker needs a basic understanding in order to help his families.

Basic knowledge of human genetics

Basic knowledge of normal physiology, endocrinology and drives

Basic knowledge of human sexual development and behavior

Basic knowledge of pathological pathology (i.e., diabetes, heart disease, high blood pressure, cancer)

Roles: Outreach, broker, evaluator, behavior changer, consultant, care giver

Knowledge of *contemporary events, issues and problems* relevant to social welfare

This was felt to be desirable in a field that is in such rapid transition and in which the future is so likely to be different from the past.

Considerable knowledge of state, local, and federal laws and actions specific to social welfare (i.e., the Family Assistance Plan, family planning, day care, National Health Insurance)

Considerable knowledge of regulations, court decisions and administrative issues and actions related to the social welfare field

Basic knowledge of educational and professional issues relevant to social welfare (i.e., National Association of Social Workers, Council on Social Work Education)

Considerable knowledge of social action movements (i.e., Civil Rights, Welfare Rights Organizations, Women's Liberation)

Roles: Advocate, broker, administrator, consultant, mobilizer, community planner, care giver

Knowledge of *adult learning theory and instructional methods*

Since so much of work with individuals or groups involves teaching adults, the worker should be knowledgeable about adult learning theory. This is different from traditional pedagogy. Further, a wide range of new instructional methods is now available to replace the traditional lecture, but few social welfare workers know anything about them.

Basic understanding of knowledge, skills and values as components of learning

Basic knowledge of adult learning, theory, reinforcement and motivation

Basic knowledge of experiential learning methods, notions of crucial relevance

Basic knowledge of available learning resources (i.e., local community colleges, technical schools, extensive services)

Roles: Teacher, administrator, mobilizer, community planner

Knowledge of *public information and the media*

Since so much of community level work involves getting public understanding and acceptance, the worker should know some of the principles and agencies available to him for use in gaining this public understanding. Very few fields suffer from public misunderstanding as much as social welfare, and most workers in the field are almost totally unaware of how to work to bring about changes.

Basic understanding of what is of public interest, elements of news, human interest approaches

Basic knowledge of how the major media work (i.e., morning and afternoon newspapers, radio, television, deadlines, contact points and persons)

Basic understanding of target groups and reaching target groups

Roles: Advocate, mobilizer, teacher, administrator, community planner

CHAPTER VI

SKILLS

Skills, in social welfare, are the methods, techniques and processes which workers use to intervene with indiviuals, families, communities, institutions, public and voluntary agencies, or government systems to bring about improvements in social functioning.

The generalist social welfare worker at Level 3 should be competent to perform a wide range of skills on behalf of the persons and communities which he serves. But there is a difference between *knowing about* a skill and actually being able to *perform* the skill. Too often workers have been given didactic knowledge about certain skills but have never actually performed them and so have no real competence at all. It is much like learning to swim--a person can read about, hear about, and observe how to swim, but he still must get into the water and practice before he can actually swim. Skillful performance involves elements of judgment, timing, confidence, etc., which can come only from actual experience.

Many of the skills of social welfare involve using oneself to intervene rather than using *things* or *data*. This matter of using oneself is a sensitive matter, and the manner in which it is done is influenced more by personal styles

and judgment than by knowledge. It is especially important to assure competence in actual performance rather than just in "teaching about."

Here again the items are listed according to whether they were felt to be virtually essential or highly desirable. Within that framework, each skill has also been judged for the level of competence to be expected. As in the case of the knowledge items, individual judgments will have to be made as to precisely what is involved in those levels of competence.

VIRTUALLY ESSENTIAL SKILLS

Skill in *interviewing normal and disabled persons*

This is an essential basic skill to either working with people or gathering data on which to base evaluations and to make decisions.

Considerable skill in talking with people comfortably, productively and effectively

Considerable skill in listening, obtaining information, "reading" the feeling tones of what people say and reporting the behaviors people exhibit in interviews

Considerable skill in giving and interpreting information and appropriately responding to the feeling tones and reactions of people in interviews

Considerable skill in relating each of the above items to a wide range of disabled, advantaged and disadvantaged persons (i.e., the aged, the sick, the retarded, blacks, the poor, children, addicts, etc.)

Considerable skill in sensing the impact of one's self on the person being interviewed and responding appropriately (self inventory)

Basic skill in sensing areas in which one cannot relate, and acceptance of limitations

Roles: Outreach, broker, advocate, evaluator, teacher, behavior changer, mobilizer, administrator, data manager, care giver, consultant, community planner

Skill in *observing and recording*

The worker must be able to observe behaviors of persons and clearly record his observations as part of his data gathering and evaluation duties.

Considerable skill in observing behavior, emotions, and social and physical characteristics of people and settings

Considerable skill in using ordinary forms to record observations

Considerable skill in recording observations and interview data in simple, descriptive--but not gossipy-fashion. (This does not mean using interpretive language such as "delusional.")

Considerable skill in recording subjective impressions of an interview or activity

Roles: Outreach, broker, evaluator, teacher, behavior changer, care giver

Competence in *interpersonal skills* (perhaps the configuration described by Truax and Carkhuff)

Many studies have shown the importance of interpersonal skills in successful interactions with other people. There are now techniques for teaching these skills as well as for measuring them. They are essential for anyone who works with people as a major function of his job.

Considerable skill in being genuine--the ability to come across as a real person

Considerable skill in establishing accurate empathy, the ability to correctly "hear" and "feel" the other person

Considerable skill in establishing nonpossessive warmth--the ability to establish a caring but not a consuming relationship with the other person

Considerable skill in establishing rapport and trust (establishing confidence and "contracts")

Considerable skill in saying "no" and helping a person reinterpret his "demands" to realistic needs

Considerable skill in dealing with other social welfare and human service professionals in various role relationships

Basic skill in supervising other levels of workers in consulting relationships

Roles: Outreach, broker, advocate, evaluator, care giver, behavior changer, administrator, mobilizer, consultant

Competence in *group skills*

The worker will frequently work with families and a variety of small groups that make it essential that he have skills in group processes.

Considerable skill in organizing and developing groups as a process facilitator or consultant rather than a group leader

Considerable skill in leading groups

Considerable skill in group counseling (giving information, exploring alternatives to effect behavioral change)

Basic skill in group teaching

Considerable skill in group work including family counseling

Basic skill in group therapy

Roles: Teacher, behavior changer, care giver, administrator, community planner, mobilizer, advocate

Skill in *changing the behavior* and *enhancing the emotional and social growth* of individuals by using one's self

These are the traditional methods of intervening with individuals. A good bit of the work of social welfare

workers is with individuals, and the worker must have competence in most of them. Therapy was judged to be optional.

Considerable skill in coaching for new behavior patterns (giving directions, persuading, practicing, supporting)

Considerable skill in counseling persons to new behavior and adjustment patterns (helping to explore alternatives, asking questions to lead the person to new insights, etc.)

Considerable skill in case work

Basic skill in therapy

Basic skill in judging ability of individuals to cope for themselves and supporting them to do so

Basic skill in helping persons to overcome stigmas and resistances

Roles: Behavior changer, outreach, broker, advocate, mobilizer, care giver, consultant, evaluator

Skill in *instructional methods*

Since so much of social welfare work with individuals, families, and communities involves teaching of new information and skills, the workers need competence in the methods of adult education.

Considerable skill in teaching ordinary skills and knowledge to individuals (i.e., budgeting, home management, grooming)

Considerable skill in teaching small groups (i.e., groups of welfare mothers, families of addicts). This includes use of reinforcement, common visual aids, simulations and other simple instructional skills based on adult learning theory

Considerable skill in teaching other staff persons

Basic skill in providing anticipatory guidance to persons to help them avoid or minimize stresses and disability

Basic skill in behavior modification techniques

Roles: Teacher, administrator, care giver

Skill in the *exercise of authority*

A social welfare worker is frequently obliged to exercise authority in his social control role; he needs to know how to do this in ways that are still helpful to the person or persons with whom he is working.

Basic skill in being honest and firm and yet supportive when exercising control functions (i.e., sending a person to a hospital or back to prison)

Basic skill in saying "no" and still keeping communications open

Roles: Care giver, outreach, administrator, behavior changer, advocate

Skill in *consultation*

The social welfare worker is frequently called as a consultant or finds himself in a situation of wishing to help another agent of the community or institution with a problem. He needs the skills to be able to be a consultant without assuming the problem himself.

Considerable skill in consulting with other workers about individuals and problems (establishing role of consultant, clarifying the problem, helping the consultee to arrive at solutions and to carry the responsibility by supporting, persuading, and encouraging his action)

Basic skill in informal consultation and in helping workers and agencies to become aware of and deal with problems they did not know they had

Roles: Consultant, community planner, advocate

Skill in *community process*

The effective social welfare worker needs the skills of working with agencies and communities at large as well as with individuals and small groups. This is conceived to be much more than just the usual welfare agencies but includes the broad arena of civic, economic and political affairs as well.

Considerable skill in establishing and using coalitions and transitory federations of community persons and groups

Considerable skill in participating as a member of a board or committee, using parliamentary procedures, taking minutes and writing reports and resolutions

Considerable skill in activating community resources on behalf of persons or programs, manipulating policies and procedures, identifying key leaders and control groups, assessing how a community really works and uses this knowledge

Considerable skill in personal negotiation with persons and agencies:

- Persisting, exercising initiative and concern, being present
- Doing favors, making frequent pleasant inquiries, going extra mile to help
- Attending to social protocol (writing thank-you letters, congratulating people, attending ceremonies)
- Keeping others informed, asking others for opinions and assistance
- Putting things in writing, getting adequate documentation

Considerable skill in using consultation and technical assistance

Roles: Advocate, community planner, mobilizer, broker, administrator

Skill in *social welfare problem solving*

This is the skill of "putting it all together" and acting on behalf of a family or community. The social welfare worker must have competence in this skill (which is the summation of all of the others) or the families and communities are not benefited but only "used."

Considerable skill in using a critical approach in evaluating the problems of a family or individual in a mutual process with him, setting an action plan after considering alternatives, implementing action and evaluating the results in order to modify the action for greatest impact. (This involves putting all the other skills together with responsible decision making and action)

Considerable skill in critically evaluating the problems of a group, agency, or community, weighing alternatives and consequences, setting a plan, implementing action and evaluating the result in order to modify the action

Roles: Evaluator, advocate, mobilizer, community planner, administrator, care giver, outreach, broker

Skill in *gathering and using social welfare data*

Since the social welfare worker's job involves using data as much as working with people, it is essential that he have the skill and judgment to make appropriate use of data.

Considerable skill in deciding what data is actually needed, in gathering case data and in analyzing, abstracting and using such data in case management with due (but not excessive) regard for confidentiality

Considerable skill in gathering statistical data (in numbers of cases), organizing it into systematic records or tables, analyzing it and abstracting it as needed for program planning and evaluation

Roles: Data manager, evaluator, administrator, community planner, outreach

Competence in *reporting skills*

It is essential for the worker to be able to pass on reports of progress and problems of cases and communities and to win understanding and cooperation of other persons who will collaborate with him in his efforts.

Considerable skill in organizing information into logical and clear reports for both written and oral presentation. This includes both reports of clinical information about individuals and information about programs or community problems

Basic skill in varying reports appropriately for professionals, peers or lay persons

Considerable skill in writing project proposals and grant requests

Roles: Advocate, broker, evaluator, mobilizer, administrator, consultant, community planner, behavior changer, teacher, care giver

Skill in *mobilizing community resources*

This skill is essential for workers if they are to work to obtain needed resources for their clients and communities rather than only working to help the client adjust to his lacks.

Considerable skill in working with community agencies, professionals, etc., to mobilize their services and competencies on behalf of clients quickly. This involves shortcutting standard "procedures" in the case of individuals in crisis

Considerable skill in bargaining and negotiating (redefining problems, persuading, knowing and quoting laws, rules, regulations, keeping the person from giving a firm "no," identifying and using self interests of groups and individuals)

Considerable skill in mobilizing community resources to serve groups and classes of persons (the aged, the retarded)

Considerable skill in mobilizing community opinion and support (use of media, dramatizing human problems, organizing groups and campaigns, writing and selling proposals)

Roles: Broker, mobilizer, advocate, administrator

Skill in *advocacy*

A worker must have this skill to bring about exceptions or changes in rules or regulations where needed by the families and communities with whom he is working. Without this skill the worker becomes passive and primarily an agent of the system rather than an agent of the persons in need.

Considerable skill in obtaining exceptions to rules, policies, practices when needed for individuals (pleading, selling, persuading, trading off personal favors, redefining the problem, taking the initiative and being responsibly aggressive, threatening if necessary)

Considerable skill in bringing about changes in rules, regulations, policies and practices to obtain services for persons who would otherwise be excluded (putting together liaisons, knowing rules, regulations and laws to quote, using the policy-making procedures of agencies, government, etc., clarifying issues, focusing on superordinate goals, using technical assistance (i.e., lawyers), skill in timing of actions, using media and public opinion, identifying self interests and working with key policy makers)

Considerable skill in using legal processes (civil law, personal and property rights, legislative action, court action)

Considerable skill in political and public administrative process (molding political policy, writing to and talking to political leaders, developing and modifying rules and regulations, using reports, testifying in committees and hearings)

Basic skill in productive confrontation without rancor and bitterness

Roles: Advocate, mobilizer, community planner, administrator

HIGHLY DESIRABLE SKILLS

Skill in *first level physical diagnosis*. This is the skill comparable to that of a sophisticated parent

This is desirable since the worker often encounters persons who have common physical illnesses or complaints. He must make some evaluation of these.

Basic skill in recognizing and evaluating the signs and symptoms of the most common illness (i.e., heart disease, diabetes, cancer, epilepsy, arthritis, drug abuse, delirium tremens)

Basic skill in making appropriate referrals or counseling individuals and families when signs or symptoms present themselves. (This involves avoiding inappropriate and unnecessary referrals)

Roles: Evaluator, outreach worker, care giver, behavior changer

Competence in *daily living skills*

These adaptive skills are desirable either to teach individuals new behaviors that will enhance their social competence or to provide a role model for them to imitate.

Considerable skill in ordinary social adaptive functions (grooming, sense of time, sense of responsibility). This does not imply that the worker must himself be constantly a paragon of social propriety, but he should have the competence to be able to teach, counsel or provide a role model for individuals to assist them with their social or behavioral adjustments

Basic skill in some of the more common special living functions (i.e., personal budgeting, home management, diet management)

Roles: Behavior changer, teacher, care giver

Skill in *administration*

Skills of administration and management are highly desirable since almost all social welfare workers at Level 3 are in organizations or agencies in which they are called upon to play these roles which are so important in getting the overall work of social welfare accomplished.

Considerable skill in setting goals and objectives, development of key factors and information systems

Basic skill in creating and modifying organizations

Basic skill in budgeting and budget management (i.e., putting together a budget proposal, administering expenditures, documenting needs and expenditures, simple accounting)

Considerable skill in working with consumers in planning and developing programs

Basic skill in fiscal management procedures (requisitioning and purchasing procedures, inventory procedures, fiscal record keeping)

Roles: Administrator

Skill in *management of people*

Considerable skill in directing people

Considerable skill in supervising and developing people (not just monitoring)

Basic skill in evaluating and enhancing performance

Considerable skill in communications in organizations (i.e., formal communications, informal communications, written communications)

Considerable skill in leadership (i.e., creative and divergent thinking, implementing action, anticipating the future)

Roles: Administrator

Skill in *statistical research and evaluation*

Most social welfare workers at Level 3 are in positions in which they have some kind of program or community responsibility which they should be able to evaluate with simple statistical techniques. Computer use was felt to be optional.

Considerable skill in deciding precisely what data are needed and appropriate data gathering techniques

Considerable skill in data gathering, analysis (computer user), and interpretation

Considerable skill in actual application

Roles: Data manager, administrator, evaluator, community planner, consultant

CHAPTER VII

VALUES AND ATTITUDES

The area of values and attitudes was recognized to be a very difficult one and yet very critical to the consideration of the core of competence of a social welfare worker. The basic knowledge and skill areas of social welfare are much the same as those of a totalitarian police state--it is the value and attitude base that makes the social welfare worker different from an agent of a totalitarian state.

Many of the human service professions have adopted a "code of ethics" which states the ideals of the profession. In most cases these codes are a blend of ethics and etiquette, but even if one separates the ethics for specific consideration, one finds them to be of limited use to workers in the field. In large measure this is because the items in such a code of ethics are stated as idealized, somewhat platitudinous creeds or statements of absolute belief. While it is common for most people to think of values and ethics as absolute and ultimate guides for their behavior, this is seldom the way they actually function, for idealized statements of belief are often in conflict with each other. How then does one rank such absolutes?

Kluckhohn and Strodtbeck showed that within any area of value orientations there are several dimensions--not a single

dimension that is either present or absent. As an example, persons might have a value orientation regarding time that is focused on the future, the present or the past.

Individuals rank these value orientations differently according to various spheres of their lives. For example, a business executive may be very "future oriented" in his work and yet collect antiques and have a strong sense of the past in his home and religious life.

If values and attitudes are the convictions and beliefs that make a person decide what behavior is worth pursuing in any particular situation, one has a more manageable and realistic situation than pursuing an idealized code of ethics. This allows one to consider value orientations which are generally judged to be important in carrying out the work of the social welfare field, and yet allows one to deal with some of the problems of ranking various dimensions of values and attitudes and to deal with the problems of outright dissonance between conflicting value orientations. For example, how does one resolve the conflict between a belief in a person's right to self determination and a belief in democratic majority rule when one finds himself in the minority?

Many of the human service professions (i.e., psychology and psychiatry) have ignored the whole matter of values and attitudes on the basis that they were scientific disciplines

and thus "value free." This is an illusion since every person has value orientations which do in fact influence his behavior whether he is consciously aware of them or not. On the other hand, some professions (i.e., social work) have based their professional practice on a code of ethics which has not realistically allowed provision for the individual to critically rank his value orientations or resolve the dissonances in any particular situation.

What appears to be needed is a conceptualization of the systems of beliefs and value orientations that generally seem to be important to practice in the human services; conceptualizations that are brought to the conscious attention of the worker, together with a belief that he should be critical and analytical of the issues in ranking them and resolving conflicts in his work situation. This is not entirely a plea for situational ethics, but it is a recommendation that the field move in such a direction as a more rational and analytic approach to values and attitudes in social welfare.

As the task force members talked of values and attitudes, they drew a distinction between values that participants felt should be *internalized in each worker* and values about which the worker should have a *keen awareness and understanding*, including his own, regardless of what they may be. In the listing that follows, the values and attitudes have been

separated according to this distinction. This has something of the quality of the distinction between "essential" and "highly desirable" that was used for knowledge and skills, but it is not quite the same.

There was considerable discussion about the best way to list and classify items of values and attitudes. None of the schemes seemed entirely satisfactory. To a considerable extent what is presented here is a list of items that were identified as being important. (This is also true of the sections on knowledge and skills.) Certainly many of these items could be grouped under broader value orientations such as a "value orientation to the future," a "value orientation to the scientific method." Such a grouping would be useful, or it might provide too abstract a level of generalization. In many ways the field of social welfare has suffered from a tendency to be overly general and abstract when it needs greater specificity and detail. The reader can judge for himself how he wants to think of these.

VALUES AND ATTITUDES TO BE INTERNALIZED IN THE WORKER

Considerable *humility regarding one's own limitations and willingness to seek assistance*

The arrogant individualist has no place in social welfare.

Willingness to turn over reins to someone else

Willingness to do things without needing credit or acclaim

Humility regarding the limitations of the knowledge base of social welfare

Considerable belief that the *social welfare of individuals, families and communities can be improved*

Without this conviction a worker is simply going about the motions of a job-meeting agency procedure, but not fulfilling social needs.

Belief that a social welfare worker can help bring about these improvements (confidence in one's self and one's work)

Intention to work to bring about these improvements (optimism about outcomes)

Belief in the basic concept of cause and effect

Basic belief that the *work of serving persons is done through groups, organizations and agencies*

Since social welfare services are almost entirely extended through organized systems, the worker must have some belief in the efficiency of organizations.

Willingness to work within organized systems in serving persons

Considerable belief that *organizations, agencies, and social policies should be open to change* to better meet individual and community needs

Yet the worker must not feel that organizations are immutable. He must feel that rules, regulations, laws, etc., should be changed if needed.

Motivation to work toward appropriate changes in organizations, agencies, and social policies to better meet individual and community needs

Considerable conviction that *knowledge, skills and values in social welfare are in continuous change and that a commitment to continuing self-development is necessary*

In a field that is in such rapid transition, the worker must have a value orientation to keeping up with change.

Commitment to keep abreast of current relevant events, literature, etc.

Commitment to give time and money to continuing education and development of self

Commitment to keep "loose" regarding new research, values, skills, etc.

Extensive conviction of the *worth and dignity of the individual and respect for the individual's person, privacy, decisions and opinions*

This is an essential ideal for any social welfare worker.

Conviction that the individual should be involved in any planning and decisions regarding his welfare (self determination)

Thorough conviction that no person shall be treated in demeaning, patronizing, condescending or arbitrary ways

Thorough avoidance of labeling people with stereotyped or derogatory terms (i.e., "drunks," "seniles," "psychotics," "retardates")

Conviction that hope never runs out for an individual (i.e., the aged)

Conviction that institutionalization should be used as sparingly as possible and that special attention must be given to the dignity of individuals in institutions lest they become dehumanized

Intention to maximize the potential of the individual (assume strength)

Considerable conviction of the *importance of his exercising personal responsibility and initiative* in carrying out his work

The worker must have a conviction about being reliable to those who are depending on him.

Conviction of the importance of being dependable and reliable in his work with individuals and communities ("Do what you say you will do.")

Conviction and intention to exercise personal initiative in carrying out his work with individuals and communities (intention to action)

Value of "making self available"--not just "being available"

Considerable conviction to *maintain a continuing affirmative relationship to individuals and communities whenever and as long as it is needed*

This is an essential value of the interpersonal helping relationship.

A thorough conviction to respond and make oneself available whenever needed by the individual with whom one is working (not just during working hours or when it is otherwise convenient)

Conviction to continue to serve the individual in some appropriate way (not necessarily to meet his immediate demand)

Persistence until making a "hit" rather than giving up easily

Considerable conviction to *work with individuals in an equal person-to-person, or brother relationship*--rather than in a "client-professional" basis.

Workers need this value orientation to avoid becoming condescending.

Considerable conviction to *remain sensitive and alert to injustices, hurts, and threats to people's social welfare*

Something of this value orientation is essential to keep the worker from becoming a bureaucrat and automaton.

An orientation that keeps one sensitive to hurts and injustices whether they are brought to his attention or not

A conviction that he should participate in action to remove or mollify these threats (in collaboration with the individual and being sure that he does not hurt the individual by his actions)

An alertness to cumulative failures and stresses in the community

Courage to crusade

Considerable conviction *to be critical, hard headed and scientific in his work*

Too often social welfare workers have followed their feelings rather than being critical and hard headed.

An orientation that questions the platitudes, myths and what is believed to be "so." (What are the real facts and relationships?)

An orientation that values research and insists on hard data and scientific analysis of policies, programs, etc.--not a sentimental acceptance of things that appear well-intentioned

An orientation to the importance of being informed and thorough

A considerable attitude of *respect for and understanding of "different" individuals and cultural life styles*

This is essential for the many cross-cultural aspects of social welfare work.

Belief in person's right of self-determination

Belief in the right of persons to maintain their differences with no penalty to the individual or loss to the group--even to see the differences as advantages in many cases

A considerable attitude of *concern regarding contemporary events, issues and problems relevant to social welfare*

This value is essential in a field such as social welfare that is undergoing rapid change in legislation, regulations and social practice.

Sense of responsibility to facilitate solutions to contemporary problems and issues in appropriate ways

A considerable orientation to *collaborative team effort that promotes his working with other professionals and other workers in the fields of social welfare, education, religion, law, health, etc.*

Families and communities need cooperation about its professionals--not competition. This value is essential.

Conviction that all human service agents are working toward the same basic objectives, though each from a different base (respect for differences)

Conviction that it is his responsibility to promote working together with other professions and agencies (rather than waiting for an invitation, accepting first class citizenship in the constellation of human service workers)

A considerable orientation to the *importance of timing and anticipation of when to act*

Too often workers tend to procrastinate on action until it is too late. This is essential for work with individuals or communities.

Intention to action at the time it is needed--even if not perfect

Intention to anticipate events and issues and planning ahead

Intention to bring planning to decision and action

A considerable orientation to the *sensitive and judicious exercise of social control functions*

At times all social welfare workers must exercise social control functions (i.e., institutionalize a person, report a person for violations). He must understand these value issues.

Orientation to the exercise of authority without being harsh or punitive

Belief in involving the individual in the decision in every way possible

Belief in responsibility and freedom for individuals within limits of accountability

A considerable orientation to *understanding and acceptance of value conflicts in social welfare*

Every positive value also has its negative aspects or extremes. The worker must be critically aware of these conflicts and areas of dissonance.

Agency goals and constraints versus individual-centered goals

Individual determination versus group determination

Self determination versus fate

Awareness of dysfunctional consequences of some worker activities

Discretion for individual versus equal justice for all

Considerable awareness of various value systems and his own value system regarding *race and racism*

Racism is such a pervasive and malicious problem that the worker needs special awareness of values in this sphere.

Awareness of various attitudes regarding race and racism

Awareness of his own values and attitudes regarding race and racism and their manifestations in working with individuals and communities

Value orientation that constantly moves from the *individual case to broader community implications and actions*

This is an essential value if workers are to move from primarily remediation of cases to broader programs of prevention and promotion of social competence of the community.

Value of aggregating cases into studies of community problems

Attitude that frustrations with cases should lead to larger systems interventions

Value of keeping systematic records, indexes and patterns of cases for monitoring community needs and trends

VALUES AND ATTITUDES ABOUT WHICH THE WORKER SHOULD UNDERSTAND VARIOUS VALUE ORIENTATIONS, INCLUDING HIS OWN

Considerable awareness of value orientation regarding the *Protestant work ethic*

This "ethic" is a special problem in much of the social welfare field in which persons are disabled. The worker needs awareness of the attitudes of society.

Awareness of various attitudes regarding the Protestant work ethic

Awareness of his own value system regarding work and the implications for his work with individuals and groups

Considerable awareness of various value systems and attitudes regarding *human life and death*

This is becoming an increasingly significant issue--especially abortion, family planning, etc., in social welfare that the workers need to be clear on the value issues.

Awareness of how these attitudes are manifested in issues of birth control, abortion, technological prolonging of life, and euthanasia

Awareness of his own attitudes and their implications for work with individuals and communities

Considerable awareness of his own and society's various attitudes and values regarding *poverty, dependence and income maintenance*

This value is a core value of most public welfare issues and also strikes at all of the social welfare fields.

Awareness of his own and society's values and attitudes regarding various disabilities and the people afflicted with them (i.e., the aged, the mentally retarded and mentally ill, alcoholics, sex deviants, addicts)

Awareness of his own and society's attitudes regarding persons who have committed social offenses (those charged with crimes, convicts, parolees, ex-convicts and their families)

Awareness of society's and his own attitudes regarding the role of women

Belief that people can be in trouble through no personal inadequacies, but through imposition of society's rules and practices or circumstances of fate

CHAPTER VIII

IMPLICATIONS

At the present time there are drastic changes taking place in professional social welfare practice. The older concepts of practitioners who focused on case work, group work, rehabilitation counseling, or community organization are yielding to concepts of social systems engineers, program administrators, program planners and evaluators, educators and researchers.

There is talk of ways to better coordinate services, and major reorganizations of state and local governments are under way to bring together the many social welfare programs under super or umbrella departments or agencies.

The outcomes of all of this change in professional practice and agency structure are not yet evident. The approach used--starting from the needs of individuals, families and communities rather than starting from the patterns of existing professions or agencies--may provide a model for manpower practices and organization of services that will better meet the needs. A generalist worker with the broad core of competence described here would then be a key element in the manpower patterns of the future. Even at the present, with present agency structures such a worker would be qualified--perhaps overly qualified--for many

agencies. On the other hand there are many social welfare workers today in positions of this level who have virtually all of these competencies and use them regularly. This is especially true in smaller agencies and in isolated regions where the workers have had to assume greater responsibility and develop greater competence.

To many persons it will appear that what is being suggested here is a "super social welfare worker." To an extent this is true, for when one starts from the needs of individuals, families and communities, that is almost precisely what is needed.

Is this too much to expect of any one person? Is it impossible to train for all of this in a four-year college course? Perhaps it can be done if it is clearly enough thought out and planned. Undoubtedly many individual workers will fall short of the ideal, but it is still desirable to have the ideal clearly in mind. Students graduate and pass merit system examinations with scores of less than 100 percent. Minor deficiencies of individual workers will provide frustrations enough for the families and communities that must depend on them, but to overlook or ignore a major element of the competence needed for effective functioning of workers is inexcusable, even if it is difficult to achieve.

IMPLICATIONS FOR COLLEGE PROGRAM DIRECTORS

One need for a definition of the core of competence of the Associate Professional social welfare worker was to

provide a base for planning curriculum for undergraduate social welfare programs in the four-year colleges. In higher education today there is a strong trend to identify the outcome objectives one expects to achieve in his graduates and to plan courses and learning experiences in terms of those objectives. This is in contrast to the older way of putting together a collection of standard courses out of the college catalog and hoping that they will suffice.

It may be that many college social welfare program directors will elect to use this core of competence as the "objectives" for their programs. This will require rethinking and reorganizing many of their current course offerings and learning experiences, especially in the areas of skills and values.

In addition to the curricular implications there are several other considerations for the college educator. Among these are the articulations between his baccalaureate level training program and the associate of arts programs from which some of his students will come and the graduate school programs to which some of his graduates will go. Just as there must be career ladders in the job scheme of agencies, so there must be educational ladders in the scheme of higher education so that competence and credits are transferred from one level to another without the individual having to repeat what he already knows or go back to start all over again. How will the baccalaureate program director determine

equivalency for students who have an associate of arts degree that already gives them considerable competence in the field? How will credits and "standard" courses be managed in these cases? How will he determine equivalency for students who may have developed their competence on jobs instead of in college programs? And how will he assure that his graduates will have their competence credited if they go on to graduate school?

IMPLICATIONS FOR AGENCIES

What uses will agencies make of this core of competence? First, it appears that this definition might be useful in writing job descriptions that spell out more specific functions than is often the case at present. The level of responsibility as described here for the generalist worker at Level 3 is substantially greater than that which has previously been assumed when such workers were seen as case aides. This may well imply a higher classification and pay level than in the past, but it also encourages the agencies to make more responsible and realistic use of the workers. Staff turnover may be reduced as workers find more job satisfaction. Having some guidelines for various levels of work may provide the agencies with better criteria for promotions and pay raises than the present situation which recognizes either additional academic credentials or additional years of experience but not additional competence.

If the agencies organize their services according to the generalist concept, there is likely to be greater satisfaction on the part of persons, families and communities being served, but the workers will first need this core of competence to be able to work as generalists.

IMPLICATIONS FOR MERIT TESTING

This publication says nothing about the measurement of competence, though it gives some guidelines for the specific elements of competence.

The traditional approach to the measurement of competence in this field has been the written test which essentially measures only didactic knowledge and judgment. This is certainly an important measure of that element of competence; however, pencil and paper tests do not measure performance on most of the skill items. This may be done in a practical examination. Many ingenious approaches to performance testing have been used, including videotaping a "counseling" session of the candidate and having separate raters view the videotape. Well-trained supervisors can often make excellent judgments of the worker's performance if the behavioral criteria are sufficiently and clearly defined.

For merit systems, this core of competence may provide some help in the design of examination questions that will help discriminate the competent social welfare worker from the general college major. Again, it would be well to

attempt to evaluate skill performance as well as didactic knowledge, though this is a rare combination in most merit examinations. This may also provide assistance for the development of competitive promotional examinations.

IMPLICATIONS FOR STAFF DEVELOPMENT

This core of competence may also offer guidelines for agency staff development programs. It identifies some of the generic items of knowledge and skills which have their specific counterparts in local agencies. It is the responsibility of staff development to prepare the worker for agency-specific items such as the personnel policies and procedures of the particular agencies and communities in which the worker will be located. Skills of interviewing and counseling the kinds of individuals (the aged, the retarded or the disadvantaged) with whom the agency works are agency-specific skills. This core of competence may also help staff development programs to identify competencies which the workers have not yet acquired, either because their college training program did not conceive certain competencies to be needed or because the worker developed his basic competence in a work setting that did not require all of the items.

IMPLICATIONS FOR FIELD PLACEMENTS

For agencies that provide field experiences for students from nearby colleges, this listing may provide some understanding of the kinds of curricular objectives in terms

of skills, values and attitudes that the learner is expected to master. And it may help the field instructors from the agencies to provide the kinds of learning experiences that actually develop the competencies that are expected. This requires that the student carry work experiences that give him the timing, judgment, etc., that go with the competence rather than simply observing someone else carrying out a skill.

In all of this, judgments will have to be made by whoever is using it regarding exactly what knowledge and skills are implied for competence in each item. For most items in the core of competence, the judgments appeared to be rather consistent for the participants of the task force--at least in their broadest conceptions. This matter of making judgments regarding content is nothing new to curriculum planners or agency administrators or merit system administrators. It is hoped that this presentation will be of some assistance to them in making judgments.

BIBLIOGRAPHY

Barker, R. L., and Briggs, T. L. *Trends in the Utilization of Social Work Personnel: An Evaluation Research of the Literature.* Research Report Number 2, New York: National Association of Social Workers, 1966.

Kluckhohn, Florence R., and Strodtbeck, Fred L. *Variations in Value Orientation.* Evanston, Illinois: Row, Peterson, 1961.

Levine, D. L., and Lipscomb, E. B. "Toward an Epidemiological Framework for Social Practice: An Application to the Field of Aging." *The Gerontologist,* VI, Number 3, 1966.

Pearl, Arthur, and Riessman, Frank. *New Careers for the Poor.* New York: The Free Press, 1965.

Reiff, R., and Riessman, Frank. *The Indigenous Nonprofessional: A Strategy of Change in Community Action and Community Mental Health Programs.* Research Report Number 3, New York: National Institute of Labor Education, 1964.

Truax, Charles B., and Carkhuff, Robert R. *Toward Effective Counseling and Psychotherapy: Training and Practice.* Chicago: Aldine Publishing Company, 1967.

Wiley, Wretha. *An Illustration of the Functional Approach to Designing Jobs and Careers.* New York: New Careers Development Center, New York University, 1967.

PART TWO

CURRICULUM CONSIDERATIONS FOR UNDERGRADUATE SOCIAL WELFARE

CURRICULUM CONSIDERATIONS FOR UNDERGRADUATE SOCIAL WELFARE EDUCATION

INTRODUCTION

The social work profession came into existence to improve conditions for various target populations that had been defined as having unmet needs. At certain times the profession has tried to fulfill its purpose by attempting to cope with societal conditions while engaging in prevention, treatment and rehabilitation. Mobilization For Youth, a program designed to cope with juvenile delinquency in New York City, is probably the best known of recent efforts to use the combination approach of treatment, rehabilitation and coping with societal conditions. One result of this experience was recognition of the need for a "generalist" orientation to social work practice.[1]

Social welfare in this country is now making an effort to reevaluate the perception of what a social welfare worker is, what he should know and be able to do, and how best to use him in delivering social welfare services. Of course, this reevaluation has important implications for education. Planners of baccalaureate programs in social welfare will

---

1. This experience is reported in three volumes under the editorship of Harold H. Weissman, published by Association Press, 291 Broadway, New York, New York 10007. They are available in either cloth or paperback.

need to move a giant step ahead if the schools are to produce manpower in adequate numbers and with necessary knowledge, skills and attitudes to meet the changing social needs and problems of the nation.

In the earlier section of this book it is made clear that the basic premise on which this core of competence is based is that the worker will function as a *generalist social welfare worker*. That is, he will have a broad range of competencies in order to play whatever roles are needed by the individuals, families and communities with whom he is working. It is anticipated that many future graduates of baccalaureate social welfare programs will function as generalists, but even if they do not, it may still be desirable to prepare them with a full range of competencies, since it cannot be known in the college years which specialized parts of the full spectrum of competencies they will ultimately need.

The reader should keep in mind that this material is based on the premise that undergraduate four-year colleges will produce beginning level *professional* practitioners--professional because of the decision of the National Association of Social Workers to admit graduates of undergraduate social welfare programs approved by the Council on Social Work Education to membership and because the CSWE guidelines for undergraduate social work education call for

the preparation of personnel for professional practice. In addition, public social welfare agencies are employing baccalaureate graduates to provide direct services, while master's and doctoral level social workers are being used in management positions.

Some schools may decide that the preparation of a practitioner is not compatible with the liberal arts tradition, and some schools may decide not to accept the generalist notion but to prepare practitioners from a more specialized orientation. Still others may want to implement a generalist program but may have misgivings about incorporating all of the material listed under the sections on knowledge, skills and attitudes in this publication. That is each school's judgment to make.

This section will explore some of the issues involved in implementing an undergraduate social welfare program that has a generalist orientation and a goal of producing professional practitioners. We believe that schools with program objectives other than producing generalists will also find value in this publication. Hopefully the ideas discussed here will help all social welfare educators as they define objectives, identify curriculum content, consider field activities and specify the competence of the graduates of their programs.

CHAPTER IX

THE SOCIAL WELFARE GENERALIST

HUMAN SERVICE

The concept of a social welfare generalist as used here is an ideology that has been more verbalized than implemented among the professions. The ideology states that practitioners are being prepared to provide a range of services that can be delivered in a variety of settings. The literature devotes a great deal of space to the provision of services to both individuals and communities and describes service delivery in public welfare, corrections, mental health, vocational rehabilitation, the schools and many other settings. Yet case materials and field placements for students tend to neglect such areas as corrections and vocational rehabilitation.

The social welfare generalist notion suggests educational offerings and practice experiences designed to prepare professionals to work in any setting concerned with providing a range of social welfare services to human beings or communities. The social welfare generalist concept is compatible with most team concepts in that it recognizes the expertise of different professionals with different levels of competency who work together to alleviate dysfunctioning in a common target, but it presumes that services will be delivered or coordinated as far as possible by a generalist

worker who has the primary relationship with the individual or family.

The generalist notion was discussed in some detail in the first part of this publication. Some alternative ways of conceptualizing the generalist that may be of value in organizing material for teaching are presented here.

Many schools have made efforts to implement the generalist notion at both the graduate and undergraduate level for quite some time, and several individuals have attempted to cope with it through research.[2] These attempts range from efforts to identify the "common elements" to team teaching by experts from various disciplines, to a completely new framework around which this notion might be taught.[3] The SREB publication, *Manpower Utilization*, provided yet another model that some schools have used. But educators have not yet reached agreement on any one

---

2. Gordon Hearn, *Toward A Unitary Conception of Social Work Practice*, Paper read at the Fourth Annual Student Social Work Conference, University of Washington, School of Social Work, May 10, 1963 (Seattle, Washington; University of Washington, 1963), Mimeo.

Gordon Hearn (ed.), *The General Systems Approach: Contributions Toward An Holistic Conception of Social Work* (New York: Council on Social Work Education, 1969).

3. Herbert Bisno, "A Theoretical Framework for Teaching Social Work Methods and Skills with Particular Reference to Undergraduate Social Welfare Education," *Journal of Education for Social Work*, (Fall, 1969), 5-17.

model for teaching the generalist view. Current efforts are in the experimental stage, and many approaches are being tried.

The position taken here is that the associate of arts and baccalaureate levels are the most appropriate levels for preparing the generalist practitioner and that graduate education should concentrate on preparing professionals for practice in such areas as administration, social planning, research, teaching and therapy. This is an issue related to the continuum of social welfare education--an issue that is as much a matter of debate as the issue of whether the generalist orientation is a valid one.

If the objective of undergraduate social welfare education is the preparation of a social welfare generalist, he would, by NASW standards, be prepared to work with individuals, families, groups, organizations and communities. The curriculum would provide a knowledge base, a value system and skills to prepare him for beginning level participation in professional practice upon successful completion of the program.

PRACTICE OBJECTIVES

The BSW graduate is assumed to be the major provider of direct service to a target population. Present understanding of social dysfunctioning suggests an interrelated set of conditions as the cause of most problems. To deal with the

variety of conditions, the worker needs to be equipped with a variety of interventive skills. At Level 3, the baccalaureate level, it is assumed that there is no extraordinary pathology and that substantial remedies to remove or mollify the dysfunctioning are within the jurisdiction of the worker who is seeing the problem. For example, if prevention is an objective of BSW practice, BSW generalists would be expected to implement preventive programs within the purview of their own agency. Family life education, for example, might be carried out by a generalist with groups of recipients of child welfare services. A PTA group may request this kind of program from a mental health center, a group of residents of low-income housing may request such a program from a public assistance worker or a worker may set up a preventive program to teach home management to residents of low-income housing.

THE ROLES DIMENSION

An often misunderstood part of the generalist idea presented in *Manpower Utilization* has been the *roles* the generalist would play in carrying out his work. The description for each role has tended to be thought of as a specific job description, so that some readers have viewed each role as a distinct job rather than as one element of a job. There are two basic intentions in the generalist idea of roles: first, the generalist is expected to engage in any or all of the 12 roles, according to the needs; second, any single

worker is expected to spend more time in some of these roles than in others depending on the particular setting in which he works.

The first expectation is confirmed by current realities. Baccalaureate degree social welfare workers are found working as directors of county offices, as training officers, or in supervisory administrative positions. This suggests that baccalaureate workers offer both direct services and community services and hold administrative responsibilities.

The second expectation, that workers will be more involved in some roles than others, is based on the assumption that workers engaged in the delivery of services to individuals will spend more time in such roles as behavior changer, evaluator, mobilizer, broker and outreach worker. On the other hand, the worker who has moved to community work or to supervisory work may find himself devoting more time to such roles as consultant, data manager, teacher and administrator. The worker in case services, for example, may play the role of evaluator with respect to individuals as applicants, individuals in group settings or families as social units. As a community worker or as a supervisor, the evaluator role changes to focus on program evaluator or on evaluation of the work activity of other workers. In other words, a worker's job will tend to be concentrated on certain roles, although he will still engage in other roles but at a different level of complexity and with less

intensity. As a worker's job changes, so will his role concentrations. This is the rationale for preparing any student for the full range of competencies as a generalist. He will then be able to fulfill the roles of whatever jobs he is assigned.

CHAPTER X

CURRICULUM CONSIDERATIONS

STUDENT INVOLVEMENT

Human beings assign different meanings to given words and concepts based on their own past experiences. Any effort in curriculum planning needs to consider the experiences of the student, for the implementation of the program will be tempered by the nature of the student's experiences. The implication seems clear: students should take part in overall curriculum planning as well as individual content planning if the program is to be relevant.

One model that might be used to involve students calls for faculty to design a curriculum that sets forth specific objectives to be achieved, and a statement of rationale for each of these objectives. Alternative means for implementing objectives are also included. Students are then asked to evaluate the objectives and choose appropriate alternatives and give their rationale for these alternatives.

The same plan could be applied to each content area, with both faculty and student participation as set forth above. Students who plan to work in a rural area may prefer experiences that emphasize rural practice, while other students may prefer an urban orientation. Either might be acceptable unless the faculty hold a value position that

calls for students to have an understanding of both rural and urban conditions. In that case the decision would rest on the possible alternatives that are available. The programs might include a number of sections on the same content area, one stressing a rural emphasis and one offering an urban emphasis while maintaining the same objectives.

In addition, students have contributions to make to the content of a curriculum, and failure to take advantage of these inputs only weakens the curriculum. The preferred curriculum arrangement is one in which there are some faculty controls that insure students are engaging in learning experiences designed to satisfy curriculum objectives, but at the same time permits students some opportunity for choice in the way objectives are achieved.

PLANNING AND ORGANIZATION

If the three general areas of knowledge, skills and values described in this publication are accepted as qualities that a BSW graduate should have, they become objectives to be achieved in four years of undergraduate education. The faculty who plan the curriculum must face the problem of encompassing all of this material within a limited period of time while also satisfying the general education requirements of the institution.

There are, of course, no quick and easy solutions, but there are some tentative answers. Because institutional

differences, priorities and commitments largely determine the form curriculum organization takes, no one definite pattern has emerged. One institution, for example, has a school of urban affairs which employs a variety of different disciplines on its faculty; students attend only that school throughout their educational experience. Another institution requires all students to take the same curriculum for the first two years and then have contact with only one or two departments for the remaining two years. These extremes represent overly rigid curricula that tend to negate much of what is currently known about learning. They discourage student inputs and evaluation and produce graduates with somewhat constricted perceptions.

The community is one content area that is essential for students planning to work in social welfare. Decisions will have to be made about the kind of knowledge a student needs to have about communities. Should the student be exposed only to theories about the community? Should he be aware of similarities and differences of rural and urban communities? Should he be presented demographic characteristics of communities? What about understanding social and political power in the community? The function and structure of a community? These are suggestive of the many questions and decisions pertaining to one segment of the curriculum.

Having defined the desired content, decisions must be made on how best to expose the student to the content, where it can best be taught, from what perspective, (i.e., research application) and when it would be most appropriate.

Those planning and implementing an undergraduate social welfare education curriculum need to be aware of content, values and requirements in other departments of the institution that directly or indirectly have a bearing on the social welfare curriculum. The community, for example, is content traditionally assigned to sociology. However, geographers, economists and political scientists have begun to demonstrate considerable interest in the community, and agriculture has made some startling applications of community development concepts in rural areas. In short, while the sociology department may provide content that is quite appropriate for most social welfare students, a number of other disciplines may also provide high quality content that is of value to particular students. If curriculum objectives have been made explicit and faculty are knowledgeable about other programs of the institution, then faculty should be able to make wise decisions concerning the various alternatives to reaching program objectives.

In seeking courses that will help students reach the objectives identified in the core of competence, it may appear logical that certain concepts or skills be taught in

some of the basic general studies courses such as English, biology, general psychology or general sociology. However, if a close scrutiny of the actual content of those courses reveals that these skills and concepts are not actually included, the social welfare program director might talk with the instructors of the other departments to see if they can appropriately be added to the courses. The instructor in any course has considerable discretion regarding what content he includes. In most cases, these will be concepts or skills desired by most college students taking the courses since they apply to the human uses of the knowledge (i.e., human biology, human psychology or applied English) rather than to the more experimental or theoretical aspects of the subject. Most students in college are interested in the human and social applications of knowledge regardless of their career intentions (i.e., whether pre-meds, pre-law, pre-theological or social welfare, business, education or nursing majors). Only a minority of students is primarily interested in experimental research knowledge and basic theory of such fields.

The social welfare program director can choose another alternative--he can add these items of knowledge and skill to the social welfare courses for which he is primarily responsible. However, it is his obligation to be keenly aware of all that his students are receiving elsewhere in the college as well as in his own course offerings and to

assure that all of the desired items of competence are included somewhere in the total curriculum.

It is also often possible for the social welfare program director to sit down with faculty from other departments to help them select materials and learning experiences that meet objectives of the social welfare field as well as of the other department. As an example, *A Modest Proposal for a Solution to the Irish Potato Famine* may be used as an excellent example of English satire, but it also has important implications for understanding certain societal attitudes about social welfare issues.

CONTENT

Educators do not agree on the purpose of undergraduate education. They can be divided into two general camps on this topic: those who endorse the liberal arts with almost no occupational education and those who endorse preparation for an occupation. The position taken here leans toward preparation of a practitioner while including the liberal arts concepts.

Institutional requirements generally encourage majors that call for concentration in a particular subject area during the junior and senior years. These concentrations emphasize skill development within the specified subject--sociology majors learn social research and statistical skills, English majors learn critiquing skills, chemistry

majors learn to conduct advanced experiments, and education majors learn to teach. Social welfare majors are not different--they are expected to learn the skills of social intervention. A substantial knowledge base is required for the student before he is able to apply skills, but the curriculum objectives include skills as well as theory and knowledge.

ORGANIZING

How does one organize knowledge for presentation to students? How does one integrate knowledge from other content areas? In what manner are value issues to be a part of the curriculum? What skills will be taught, when and where will they be taught and how will they be taught? What expectations will be placed on field activities? And even more critical, what are the objectives of field experiences at various stages in the curriculum? While these are not the only issues in the consideration of undergraduate social welfare content, they are the issues educators seem most concerned with.

Organizing and presenting knowledge to students can be done in many different ways. First, the reason for including any particular content needs to be clear to faculty and students. Is the purpose to impart information? To deal with value issues? To teach a skill? To provide experience? All of these are legitimate objectives around which curriculum content is organized and knowledge presented.

When content has been specified, a second decision must be made concerning what learning experiences are to be offered in the segment of the curriculum under consideration. The purpose of a particular content area will strongly influence the methods by which it is taught. When information-giving is the primary intention, lectures may be the most efficient and effective method. Films, audio- and videotapes, outside speakers and many other means are available for achieving the same purpose. But as the purpose changes, so should the means of achieving those purposes. For example, values require an information base, but having students examine and discuss their own differing value positions may be a better way to consider values than simply to lecture.

What are the best ways of teaching skills? The coach-and-pupil method? Videotape playbacks of the student's own performance? Role playing? Learning a skill includes the opportunity to develop the ability to implement that skill. There is no other way to develop judgments about timing, degree, etc., that can best come from real-life experience. Should teaching a skill include certain value implications?

The manner in which content is organized for presentation involves considerations quite different from those indicated above. Curriculum content is usually organized on a course basis, but there is a question as to whether this is the

best method. One idea that received a great deal of attention throughout the task force sessions was a *module* framework. It calls for an organization of content on the basis of the "domains of living" as presented in this book and in *Manpower Utilization*. Content related to a particular domain would be taught in a single modular unit with all relevant materials from disciplines outside of social welfare included as a part of that unit. In teaching health, for example, faculty might include a biologist, a sociologist, a physician, a public health nurse, personnel from economics, administrative sciences, psychology, and perhaps education, geography and home economics. The content necessary to an understanding of the various aspects of the module of "health" defines the faculty involved.

There are certain problems in organizing a curriculum in such a manner. Most departmental structures are not compatible with such a notion--or are they? Is the institutional structure of a college such that it cannot be changed, or is it open to innovation? Institutions vary to such a great extent that it is not possible to predict any particular institution's openness to change. When institutions are not willing to permit an alteration in the structure, the ideas presented here might still be used as a framework for curriculum organization. An alternative means of implementation, thus, might include assuring that basic content areas have been covered in other departments, and

then organizing the social welfare courses according to the domains of living in order to relate this content to social welfare interests.

Using the example of health again, the social welfare student would use what he has learned about biology in the health segment of his social welfare courses. The costs of medical care (Medicare, Medicaid) would be clarified by his understandings from economics, while political science knowledge could be used to gain better understanding of the functions of facilities and programs related to health.

The module idea suggests opportunities for innovation in the organization and delivery of content and in creative approaches to learning. Team teaching could be used, even if the complete module notion is not.

VALUES

The question of whether teaching values is appropriate at the undergraduate level is irrelevant if it is assumed that the curriculum objective is preparation for professional practice. Any time an individual is employed by a human services organization, he is implicitly, if not explicity, subject to the value system and constraints of that organization. It is essential that he have an awareness of his own values and attitudes to relate to that of the agency. No less than a "professional" value system can be expected of a graduate of a program whose objective is

preparation for professional practice. This value position takes on added significance in view of recent licensing and research trends to develop mechanisms for professional accountability.

Two issues about teaching values should be considered. One issue is whether values can be taught in the first place, and if they cannot be taught, what should the faculty do about them? Most students, by their early adult years, have already developed some kind of value system. How does the faculty help him become more aware and critical of his values and beliefs? How does one cope with value dissonance, the conflict between the individual's personal values, the requisite professional values and societal values? To illustrate value dissonance, suppose a Roman Catholic is employed in a mental health setting and involved in marital counseling. He determines, in his best judgment and after consultation with other professionals, that the "best" alternative in this case is divorce. His religious values negate such a stance, his professional values condone it, and societal values are generally unclear about it. Birth control is another illustration of such a value dissonance, with the added problem of a lack of consensus within the profession about the use of the pill, abortion, sterilization, etc.

Obviously there is no one answer. Some objectives can be set forth, some methodologies can be identified, but "final" answers for dealing with these issues are not available and probably never will be. One view calls for differentiation of personal values from professional values; that is, an individual can be held *professionally* accountable for his actions, but he generally should not be held *personally* accountable. Alinsky[4], for example, has been severely criticized by blacks for perpetuating racial segregation in Chicago. This charge is based on his work in the stockyards area where he organized neighborhoods around the University of Chicago to oppose the university's encroachment into their area. Later the same organization mobilized to block black migration into these neighborhoods. Can Alinsky be held personally accountable for the actions of this group who used the methods learned for one purpose to achieve another purpose?

The way one views such issues is strongly influenced by where one is standing. The blacks were accurate when they said the organization was used to perpetuate segregation, but Alinsky supporters were also accurate in their position that this was an unanticipated consequence. The issue

---

4. Lyle E. Schaller, *Community Organization: Conflict and Reconciliation* (Nashville: Abingdon Press, 1966), 103-114.

becomes one of value dissonance, or professional value conflict. Any consideration of values must begin with a recognition that a value position is influenced--indeed, shaped--by the experiences and attitudes of the individual holding that value.

The study of values in an undergraduate curriculum will primarily focus on two areas: knowledge and self-awareness. The knowledge area concerns identification of general values and means of identifying values; self-awareness concerns identification and examination of the student's personal value positions.

The objective of dealing with values is to give the student an opportunity to learn to identify and deal with value conflicts early in his career. He should gain knowledge of his own value system, of others' value systems, of value dissonance, and how to identify and cope with differing and conflicting value positions. The student can be helped to acquire knowledge and self-awareness through seminar-type discussions, events in his field experiences, sensitivity training, encounter group activity, simulations, personal counseling and a multitude of other methodologies.

Emotions are a major consideration in dealing with values and value dissonance. It is often difficult to identify value positions since most people hold positions that are in conflict at various times. When the individual

is confronted with conflicting values, his defense of his position is likely to be emotional. Experiential techniques seem to be the most powerful and effective means available at present for coping with differing or conflicting values. Interaction with individuals and groups holding different value positions is strongly recommended for students in the undergraduate curriculum. At some point the interaction should be "processed" to give the students a conscious awareness of what has been going on in relation to values and value conflicts.

KNOWLEDGE OF SELF

Self-awareness is an essential ingredient for social welfare work. Social welfare practice requires a keen self-awareness since the practitioner's background, personality and value positions will affect his work with individuals and families, with communities and with co-workers in his agency and in society. The student needs exposure to situations that make him become more aware of himself and his attitudes; he needs experiences that help him to learn about his own personality and motivations, his strengths and weaknesses, and the effect of his personality and style on others. He should learn how and why he reacts to different situations, and how he can modify his behavior to gain a desired response or reaction from others, for the way others view him will have a major bearing on his impact. An awareness of himself is important to the foundation upon which a

worker develops skills. How does the faculty help students develop this kind of self-knowledge? This has ordinarily not be an objective of college education, but it is quite necessary that the social welfare faculty give special attention to this problem, for it is one of the most important objectives for graduates. Some colleges have been using on-going sensitivity training sessions throughout the curriculum so that students are obliged to come to grips with themselves in the course of these sessions with their fellow students. Such sessions can be extremely valuable, but they require careful supervision by a faculty person. Personal counseling on a systematic basis may be another way to help the student develop self-knowledge.

Another technique is the videotape playback of seminar sessions or of student-client sessions where the student can view his own performance, style, mannerisms, etc. There is hardly a better way to develop self-awareness. Videotape machines to do this kind of recording and playback are relatively inexpensive and are generally available in most colleges--usually in the athletic department where they are used to help athletes improve their skills by observing their own performance.

Many programs have "volunteer" programs for students in which students are virtually expected to participate in order to learn how they work with people and how to give of themselves--both parts of learning self-awareness.

In general, a person learns most about himself when he must actually experience himself. Thus any experiential learning situations--group discussions, simulations, role playing or actual client or community encounters--are opportunities for learning about one's self, especially if there is a specific opportunity for "processing" one's own behavior and feelings in regard to the experience.

TEACHING SKILLS

There is quite a difference in whether the student *learns about* a skill or whether he *learns to perform* the skill. Teachers must be aware of when a student is *learning about* and when he is learning *to do*. For example, there are a great many books available on mountain climbing. An individual can read all of these books and become the most intellectually knowledgeable person in the world on mountain climbing. However, his "book-learning" may not be enough when he is part way up the mountain without an immediately visible possibility of continuing his climb. Would prior experience help him make judgments about the various alternatives that are open to him? Would experience have prevented him from being in this situation in the first place? The answer to these questions is probably "yes." Experience would strongly influence the climber's timing, judgment and decisions from the outset. Experience might have told the climber to choose an alternate route; certainly it would help him control his anxiety so that he could make a sound decision.

This does not suggest that experience is the panacea for learning skills; experience must be supervised and examined to assure that the learner is really learning the skill properly. It is possible to learn skills poorly and to reinforce this poor learning through faulty practice. Nevertheless, actual experience in a skill appears to be a vital ingredient in learning that skill, and learning seems to be a combination of *learning about* and *doing*.

CHAPTER XI

FIELD ACTIVITIES

How does experience enhance learning a skill? Clarify that skill? Is experience the only way to learn how to perform a skill? Does it motivate gaining knowledge? Does it simply reinforce knowledge?

Learning a skill includes a combination of knowledge and experience. However, it is also important to know when, where and how much to apply it. Field observation, field experience and field practicum are structured approaches to learning "to do." Each of these is assumed to include some form of seminar where students are brought together in small groups to discuss their experiences so that they become more aware of the what, when, where, and how much skill is being learned. Seminars of this kind provide an excellent opportunity for student evaluation of classroom experience as well as personal experiences. They open opportunities for examination of individual, organizational, and professional values, and they can be used as a testing ground for ideas.

There are many differing opinions about the amount of involvement that undergraduate students should have in field related activities. If the baccalaureate worker is to be considered a "professional," then the academic institution preparing him for employment has an obligation to produce

a professionally competent worker. Thus a student should be involved in a practicum which not only lets him observe agencies and workers providing service but also expects him to provide that service in a controlled learning situation.

Some educators in the field resist giving the student actual field experience. They cite age, lack of experience and immaturity on the part of students as reasons for their resistance, even though statistics on worker characteristics show that a large number of workers employed directly out of two-year junior colleges are providing these services with responsible competence.

Most educators feel that undergraduate students are mature enough and responsible enough to work with families in need, and must have such experiences in their college years to acquire their professional judgment and skills. There should be adequate supervision, however.

FIELD OBSERVATION

Field observation refers to a student visiting service delivery organizations for the purpose of "seeing" rather than "doing." This kind of visit may include contact with the persons receiving services as well as with the professionals providing service, but the main objective is to give students opportunities to learn about agencies and their recipients and, more importantly, to test out their own reactions and values as they come to see real people with

real needs. Any student involvement with recipients at this level is for the purpose of having the student test out reactions and values rather than for the purpose of providing professional services or for learning skills. Whatever form the observation takes, a subsequent seminar provides a good opportunity for students to "process" their own experiences, concerns, reactions, and evaluations of the program in light of their observations.

FIELD EXPERIENCE

In field experience the student has some involvement in service delivery. He engages in organizational activities and sometimes carries service responsibilities. This is usually where the student has his first real contact with people receiving welfare services, and where he begins to learn his own practice skills.

The field might be used to provide experience in skills that are not particularly unique to social welfare, yet crucial to practice. Interviewing is one such skill. Talking *with* people may be a legitimate activity in observation, but at the field experience level it takes on the added dimension of talking *for* a specified purpose--to get or give information. The intent is to insure that the student becomes involved with professionals and with socially disabled persons and that this involvement is planned so that the student is assured an opportunity to learn specific skills.

What begins as a simple experience, if given proper consideration and planning, can result in the student learning a variety of skills--interviewing, data gathering, counseling, report writing.

PRACTICUM

Field practice, with some supervisory and time restrictions, is as close to an actual work situation as it is possible to devise for the undergraduate. In field practice, the student is expected to take complete responsibility for the delivery of services to an assigned "caseload." Field practice, unlike observation and experience, requires the student to use knowledge and experience to develop and enhance interventive skills. It is in field practice that the student learns to "put it all together" for responsible social welfare problem-solving which is the ultimate objective of a social welfare worker.

Where all three parts of a field curriculum--observation, experience, and practice--are being carried out in a single curriculum, demands may be made on traditional agencies which they cannot or do not wish to carry. One alternative is to use methods and settings other than the traditional ones in the field curriculum. For example, instead of "walk-through" observations of a mental hospital, students might spend a half day each week in a single ward for a number of weeks. Taking part in ghetto programs

(i.e., with civil rights groups), observing city council meetings, working with patients in a local nursing home or helping in a recreation program for the mentally retarded are other possibilities. CAP organizations, Legal Aid Societies, recreation programs, sheltered workshops and day care programs are all settings other than traditional social welfare agencies that offer potential for developing field activities.

Students can learn some basic skills in practicum assignments on campus. For example, interviewing, report making, counseling, teaching and data gathering can be practiced on campus before the students go into community field assignments. Students may be assigned to interview other students or faculty persons, do surveys on campus, make reports, etc., so that these basic skills are acquired during the first two years of general studies.

The student's background and learning needs should be a guide to the development of his particular field activities. Activities should have a social welfare orientation and objective, but beyond this consideration possible experiences are limited only by one's imagination.

Seminars are a forum in which certain issues are specified, but within these limitations the student is free to express himself. The issue specified should relate to some aspect of the field activity; however, they should not

be rigidly controlled by faculty but should be open to the student's concerns and interests. In a number of schools a student planning committee conducts the seminars under faculty supervision, an arrangement which tends to satisy most of the necessary criteria while providing additional learning experiences for the student.

PLANNING FIELD ACTIVITIES

Specifications for objectives to be achieved as a result of any given activity have been described here as essential to every aspect of the curriculum. Field related activities are no exception. Whether the activity is observation, experience, or practice, the objectives need to be specified and understood by all concerned--the program director, the students and the field instructor. Well planned activities assure that specific learning objectives will be achieved, and no chance is taken that a student misses exposure to a required learning experience. Planning should include a statement of what knowledge, skills or values are to be learned, and in what sequences certain experiences are to be presented to the student. Alternatives to certain experiences are identified, and expected outcomes are specified. This assures students of specific learning experiences and gives the field instructor a clear-cut guide to follow.

Field instructors should be included in planning field activities, for they can bring estimates of feasibility of planning efforts and alternatives to implementation of objectives set forth by the faculty. Field instructors often bring experiences to the planning sessions that are not available to the faculty. Field instructors should be consulted frequently to ascertain the progress and problems of the students. Some schools have regular monthly faculty luncheons with field instructors for this purpose.

Many educators feel that field activities are the most critical and meaningful part of the curriculum. They give the student an opportunity to test out his interest in social welfare, and they give meaning and reality to what the textbooks have described. The field is the major arena in which the student learns skills, values and that all important knowledge of self. It is where he becomes a practitioner.

CHAPTER XII

FACULTY CHARACTERISTICS

Any discussion of curricular implications for a college or university undergraduate social welfare program must inevitably consider faculty characteristics. Selection of faculty is sometimes based on academic credentials, sometimes on competency in practice, and sometimes on personal characteristics or background experience. A few years ago considerable consternation existed in social welfare education as a result of student demand that recipients of social welfare services and ghetto residents serve as faculty members. The demand was based on the belief that the experiences of this new breed of faculty would be able to help the student better understand the plight of disadvantaged persons. The primary emphasis in this instance was on personal experience.

Historically, the tendency has been to look first for academic qualifications, then for demonstrated competence in practice, and third, for personal characteristics that suggest an ability to perform in the classroom. All of these qualities should be considered in selecting faculty, but this discussion is about still other faculty characteristics that are seldom included in a consideration of faculty responsibilities in the curriculum. These include

the value orientations of the faculty and the role model the faculty person's behavior presents to students.

Faculty behavior says as much--sometimes more--to the student than faculty verbalizations. It is the old adage that "actions speak louder than words." As an example, one educator told how, after receiving his degree and beginning to look for employment, would consider only jobs in "big business." Some years later, when he began teaching at a university, he observed the same attitude among his own students and began to examine this phenomenon. It soon became apparent that the "good" case materials to which he had been exposed as a student, and to which his students were now being exposed, were from "big business." The examination revealed that case material selection by faculty was based on an implicit value position that big business was somehow better than small business. This value position was imposed on students without faculty or students realizing it.

The same phenomenon exists in social welfare education. The former child welfare worker tends to emphasize child welfare cases to the neglect of rehabilitation, corrections and public assistance; the former public assistance worker tends to neglect mental health, mental retardation and community organization case materials; the group worker tends to avoid case materials concerned with individuals

and organizations. In short, faculty tend to emphasize the content areas in which they feel most competent and have had experience, while intentionally or unintentionally neglecting other areas in the field. Thus students are given the subliminal message that one agency is "good" while another agency is "not quite so good."

A value position that received considerable attention throughout the task force meetings, and that has been the subject of a great deal of literature in social welfare during recent years, is concerned with the desirability of social change activities of social welfare workers. There are two distinct faculty behaviors related to social change curricula that deserve attention here: changing the curriculum to make it more relevant for the students and changing the curriculum to make it more relevant to the present and future needs of society.

That service delivery patterns are changing is not in doubt; the consequence is changes in the organizational structure of existing agencies. In turn, this requires a worker quite different from the methods- or agency-oriented worker of the present. The responsibility of social welfare curricula is to prepare students for professional practice in these changing organizations; therefore, faculty will need to be futuristic without ignoring realistic current needs while minimizing present constraints in favor of "what might be."

This may suggest to some that faculty develop skill in fortune telling in order to prepare students for future practice. The suggestion here is not to neglect clear and present needs, or to go off into theories based on fads or emotional cries of a few strident voices, but that faculty need to be willing to give up what is most comfortable for them as individuals and change to what is relevant. Faculty should be aware of fads and should observe them closely and be able to discern when they become genuine trends. And faculty should be aware of current literature and current concepts in every area of social functioning--looking and listening with eyes and ears open for concepts that seem to have relevance to future practice.

The generalist notion may illustrate a concept which is evolving into a future trend. This view of practice was popular in the early years of the social work profession, but it disappeared in favor of more specialized methods of practice during the thirties. It reappeared with the Mobilization for Youth effort in the mid-sixties, and in 1970 began to take on importance in the publications of organizations such as APWA, Social and Rehabilitation

Service and the Southern Regional Education Board, which described emerging service delivery patterns that were based on using generalist workers.[5]

When efforts are made to teach current and emerging trends such as the uses and functions of the generalist, there tends to be a gap between the new concepts and available literature to use in the curriculum. Workshops, consultants and summer or part-time employment can give the faculty opportunities to learn about, engage in and experience these trends. Such experiences are helpful in providing a background for faculty to use in teaching new concepts and emerging trends.

---

5. Jack C. Bloedorn, *et. al., Designing Social Service Systems* (Chicago: American Public Welfare Association, 1970).

Social and Rehabilitation Service. *Toward a Comprehensive Service Delivery System Through Building the Community Service Center* (Washington: Social and Rehabilitation Service, 1970).

Robert J. Teare and Harold L. McPheeters, *Manpower Utilization in Social Welfare* (Atlanta: Southern Regional Education Board, 1970).

Harold L. McPheeters, *Roles and Functions for Mental Health Workers* (Atlanta: Southern Regional Education Board, 1970).

Harold L. McPheeters and James B. King, *Plans for Teaching Mental Health Workers* (Atlanta: Southern Regional Education Board, 1971).

Robert M. Ryan, *Proposed Model for an Integrated Human Service Delivery System* (Denver: University of Denver, Social Welfare Research Institute, 1971). Mimeo.

One school requires that all classroom faculty also function as field instructors so that they will provide a practitioner model for their students. The field assignments change from time to time so that each faculty member will become knowledgeable of the operations, regulations and practices of all agencies in which students are placed. This same program operates an agency where opportunities for innovation are provided. Faculty and students are given assignments in this agency on the basis of their interest in trying "something different." The "something different" must be based on a carefully thought out program that identifies what is to be done, why it is to be done, and specification of the anticipated consequences along with suggested alternatives to the "something different" proposal. In short, this program emphasizes *responsible* social change--not change for the sake of change.

The notion of change is not new to the social welfare professions. Nor is the idea of change particularly innovative to other areas of contemporary American society. The need here is to have faculty gain an awareness of their own value positions regarding change generally, and recognize the difference between "change for the sake of change" and responsible social change. This will be clearly demonstrated in the handling of the general curriculum. A teacher who believes that a worker should be willing to take risks to effect change should also be willing to take risks to change

the curriculum. This notion is based on the belief that to some extent students identify with faculty members and model themselves after them. The faculty member who demonstrates willingness to risk himself in effecting responsible social change where he can be held professionally accountable for the consequences endorses this behavior in his students so that they keep aware of current knowledge which opens new understandings of conditions, solutions to problems and changes in practice patterns.

Somers talks about six propositions based on theories of social change which draw a parallel between social change and learning. These propositions are based on Somers' contention that social change is actually change in the attitudes and behavior of individuals. In short, a willingness to change preceds any visible change, whether that change occurs in an individual, a group or an organization.

> (1) Some feelings of failure and loss are always involved in change, even when the individual is highly motivated to change; old ideas, feelings, and ways persist, and some sense of loss occurs in relinquishing them for the new; (2) Since change always produces some stress, current disorder, uncertainties about the future, and fantasies about losses incurred, it is necessary for indivduals to have meaningful interpersonal nurture and emotional support during the process of changing, and until equilibrium is again established, if change is to be successfully achieved and maintained; (3) Facts, rationality, reasoned arguments alone are insufficient to effect change in individuals, for the emotional elements which resist the anxiety-producing disequilibrium will not yield to a rational approach alone; (4) There are usually some unanticipated consequences of change--consequences which

> affect not only the individual who is changing, but others related to him; (5) In many instances, individuals can change only through the help of a person or persons outside his own "system;" (the teacher is a good example of such an agent of change); (6) If the individual, small group, organization, and society are to survive in a world whose only constant is change, then consistent and serious attention must be devoted to ways of maintaining flexibility within the necessary stability of each of these systems, and of identifying with the adaptive process which can take constant change into account and meet it.[6]

While this notion is not entirely new to students of human behavior, it does not appear to have permeated teaching methodologies.

The relevant faculty member of the future will be a person who is aware of his values, competencies, qualities, assets and shortcomings, and who believes in responsible social change. He will be aware of the impact of his own behavior as a model for his students, and he will make his value position and judgments explicit enough to use them consciously and responsibly in his teaching.

---

6. Mary Louise Somers, "The Small Group in Learning and Teaching," *Learning and Training in Public Welfare*, (Washington: Department of Health, Education and Welfare, Social and Rehabilitation Service), p. 163.

CHAPTER XIII

SOME ISSUES

Is the generalist notion of practice really feasible? It was not universally accepted by the task force participants. While there was general agreement on the ideology, there was doubt about the practicality of implementing this view in many existing agencies. There was doubt that many agencies devoted to traditional categorical programs would employ these workers and doubt about the ability of any single worker to play all the roles of the generalist. Answers to these questions will come only as the concept is demonstrated and documented in selected agencies and as they share their experiences with other agencies and with schools. There are many agencies in which workers are functioning in this way today, but they are poorly documented.

Perhaps what is needed at this time is some means of bringing together faculty who would concentrate their own experiences to develop a framework for organizing this material. Such a framework would include describing methodologies for teaching, materials that might be used and theoretical organizations of this view of practice. The materials and experiences could then be shared with other faculty and programs interested in pursuing this view.

The continuum is a second issue suggested by the generalist orientation and the notion that BSW's are professional workers. A number of different approaches have been suggested for dealing with this issue, the most recent calling for graduate schools to grant the MSW after one year to students entering graduate school from an undergraduate program. This kind of solution seems to avoid the basic problems of social work education and practice. It assumes, for example, that graduate social work education will continue to produce clinicians as has been the case for most graduate schools. This position ignores the reality that graduate social workers are quickly moved into middle-level management jobs and that MSW's are going into teaching and planning and program evaluation.

There seems to be something wrong when educators say, "Yes, we know our graduates will soon be administrators, educators or researchers, but we feel more comfortable preparing clinicians." It does not follow for educators, on the one hand, to say that research is needed to increase knowledge and understanding, while on the other hand, graduate programs are discouraging research. There seem to be certain inconsistencies in a profession when the literature indicates that societal conditions are a major factor in the cause of social problems, and yet the education programs prepare workers to deal primarily with changing individual behaviors. Nor is it logical for a profession

to say that many of the problems inherent to the delivery of social services are a product of legislation and administrative regulations regarding those programs and yet to maintain that professionals have no business becoming involved in the legislative process.

These inconsistencies are, of course, somewhat exaggerated. But the point is that too often professionals have been reluctant to change. Changes must occur if social welfare programs are to meet the needs of society. There is no choice. Federal programs have made this quite clear, as programs such as the Office of Economic Opportunity and the Department of Housing and Urban Development have avoided using social welfare professionals in favor of other disciplines such as management specialists, sociologists, economists, and political scientists.

A major area of inconsistency in the field is the continuum between the baccalaureate programs and the master's degree programs. Most master's level professionals are aware of the marked increase in quantity and quality of BSW programs, yet MSW programs continue to produce graduates to be primary service delivery agents. These programs have ignored student experiences and have resisted curriculum adjustments to allow for the individual differences between students coming from undergraduate social welfare programs and those coming from more general undergraduate curricula.

The BSW programs are, unfortunately, becoming guilty of the same rigidity as graduates of associate of arts programs in social welfare are moving into four-year programs.

At present the graduate schools are preparing a fairly good clinician, but the number of graduates employed in direct clinical work within two years of graduation is so small that their educational experience becomes virtually irrelevant. Furthermore, the junior colleges and baccalaureate programs are preparing practitioners to do the traditional clinical work. To become a relevant profession, social work will have to deal with these issues.

In many respects, these same issues are relevant to other human service professions. Psychology continues to see the Ph.D. as the only legitimate professional, while more and more MA's are being employed to provide psychological services. Like social work, psychology is losing many of its traditional functions to other workers in the public sector. The nurse and physician's assistants are making much the same kind of inroads into medicine. In short, as the professions have become more concerned with enhancing their own status than with meeting needs of people, the public has found alternatives which are serving to force these professions back into relevancy.

While these are by no means all of the issues facing social welfare education today, they seem to be among the

more crucial. Certainly as society changes, as knowledge increases, as these issues are resolved, new problems will emerge. And here is the most crucial point of all: change, regardless of how minute and difficult to discern, is the normal state of things.

These thoughts are offered as assistance for undergraduate social welfare educators who are currently finding their curricula undergoing change. Students and society are requiring greater relevance and competence. Perhaps these thoughts will be of some assistance to educators who are preparing graduates for a future that we can only dimly foresee--one in which there will surely be change, but one in which the full range of competencies of a generalist will still be relevant.

BIBLIOGRAPHY

CURRICULUM CONSIDERATIONS

Continuities in Undergraduate Social Welfare Education. New York: Council on Social Work Education, 1969.

Long, Margaret, and Protz, Edward L., eds. *Issues in Planning for Undergraduate Social Welfare Education.* Atlanta: Southern Regional Education Board, 1969.

Lowenberg, Frank M., ed. *Essentials for Undergraduate Social Welfare Teachers.* New York: Council on Social Work Education, 1969.

McPheeters, Harold L., and King, James B. *Plans for Teaching Mental Health Workers, Community College Curriculum Objectives.* Atlanta: Southern Regional Education Board, 1971.

Mager, Robert F. *Preparing Instructional Objectives.* Palo Alto, California: Fearson Publishers, 1962.

_____. *Developing Attitude Toward Learning.* Palo Alto, California: Fearson Publishers, 1968.

Mayhew, Lewis B. *Changing Practices in Education for the Professions.* Atlanta: Southern Regional Education Board, 1971.

Pohek, Marguerite, ed. *Teaching and Learning in Social Work Education.* New York: Council on Social Work Education, 1970.

Ripple, Lilian, ed. *Innovations in Teaching Social Work Practice.* New York: Council on Social Work Education, 1970.

Ryan, Robert M., and Reynolds, Amy L., eds. *Creative Curricula in Undergraduate Social Welfare Education.* Atlanta: Southern Regional Education Board, 1970.

_____. *Issues in Implementing Undergraduate Social Welfare Education Programs.* Atlanta: Southern Regional Education Board, 1970.

Social Welfare as a Social Institution. New York: Council on Social Work Education, 1969.

Soffen, Joseph, ed. *The Social Work Educator.* New York: Council on Social Work Education, 1969.

GENERAL SYSTEMS

Bertalanffy, Ludwing von. *Robots, Men and Minds.* New York: George Braziller, 1967.

_____. *General System Theory.* New York: George Braziller, 1968.

Bloom, Martin. "Connecting Formal Behavioral Science Theory to Individual Social Work Practice." *Social Service Review*, XXXIX (March, 1965), p. 11-22.

Buckley, Walter, ed. *Modern Systems Research for the Behavioral Scientist.* Chicago: Aldine Publishing Company, 1968.

Hearn, Gordon. "Toward a Unitary Conception of Social Work Practice." Paper read at the Fourth Annual Student Social Work Conference, University of Washington, School of Social Work, May 10, 1963, (Mimeo).

_____. ed. *The General Systems Approach: Contributions Toward an Holistic Conception of Social Work.* New York: Council on Social Work Education, 1969.

Miller, James G. "Toward a General Theory for the Behavioral Sciences." *The American Psychologist*, X (September, 1955), p. 513-531.

_____. "Living Systems: Basic Concepts." *Behavioral Science*, X (July, 1965), p. 193-237.

_____. "Living Systems: Structure and Process." *Behavioral Science*, X (October, 1965), p. 337-379.

_____. "Living Systems: Cross-Level Hypothesis." *Behavioral Science*, X (October, 1965), p. 380-411.

THE GENERALIST PERSPECTIVE

Action for Social Welfare Manpower in the South. Atlanta: Southern Regional Education Board, 1970.

Kahn, Alfred J. "Theory and Practice of Social Planning." *Programming Problems in Social Service Delivery.* New York: Russell Sage Foundation, 1969. p. 262-304.

Klenk, Robert W., and Ryan, Robert M. *The Practice of Social Work.* Belmont, California: Wadsworth Publishing Company, 1970.

McPheeters, Harold L. *Roles and Functions for Mental Health Workers.* Atlanta: Southern Regional Education Board, 1969.

Meyer, Carol H. *Social Work Practice: A Response to the Urban Crisis.* New York: Free Press, 1970.

Richan, Willard C., ed. *Human Services and Social Work Responsibility.* New York: National Association of Social Workers, 1969.

Teare, Robert J., and McPheeters, Harold L. *Manpower Utilization in Social Welfare.* Atlanta: Southern Regional Education Board, 1970.

Tri-State Workshop on the Multiple Career Line Concept. Atlanta: Southern Regional Education Board, 1969.

Weissman, Harold H., ed. *The New Social Work.* New York: Association Press, 1969. 4 volumes.

GENERAL RESOURCE MATERIAL

Bartlett, Harriett M. *The Common Base of Social Work Practice.* New York: National Association of Social Workers, 1970.

Bisno, Herbert. *The Place of the Undergraduate Curriculum in Social Work Education.* New York: Council on Social Work Education, 1959.

Building Social Work Knowledge. New York: National Association of Social Workers, 1964.

Kendall, Katherine A. *Social Work Values in an Age of Discontent.* New York: Council on Social Work Education, 1970.

Soffen, Joseph. *Faculty Development in Professional Education*. New York: Council on Social Work Education, 1967.

Trends in Social Work Practice and Knowledge. New York: National Association of Social Workers, 1966.

Values in Social Work: A Re-examination. New York: National Association of Social Workers, Monograph IX, 1967.